



IMAGINE PARADISE

TOWN OF PARADISE
MUNICIPAL PLAN
2016



UPLAND

Urban and Rural Planning Act Resolution to Approve

Town of Paradise Municipal Plan 2016

Under the authority of section 16, section 17 and section 18 of the *Urban and Rural Planning Act, 2000*, the Town Council of Paradise

- (a) adopted the Paradise Municipal Plan 2016 on the 11th day of July, 2017.
- (b) gave notice of the adoption of the Paradise Municipal Plan by advertisement inserted on the 19th day of July and the 26th day of July, 2017 in the Shoreline newspaper, as well as the 15th day of July and the 22nd day of July, 2017 in the Telegram.
- (c) set August 3rd, 2017, 7:00pm at the St. Thomas Community Centre, 2 Neary Road, Paradise, for the holding of a public hearing to consider objections and submissions.
- (d) considered the Commissioner's report at a regular meeting of Council held _____, 2017.

Now under the authority of Section 23 of the *Urban and Rural Planning Act, 2000*, the Town Council of Paradise approves the Paradise Municipal Plan 2016 with the following changes:

- 1. Policy 1.8 – has been revised to state “The Plan consists of this document, its appendices, and the Future Land Use Map”.
- 2. Policy 6.3.5 Rocky Pond and Octagon Pond – has been revised by:
 - adding “Council may require an assessment of the visual impact of a development to protect the viewscape from walking trails within the shoreline buffers” to 6.3.5 (1)(a).
 - adding 6.3.5 (1)(b) to state “Ensuring that natural treed/vegetated buffers are retained around the pond shorelines”, and
 - renumbering 6.3.5(1)(b) to 6.3.5(1)(c).
- 3. Policy 8.5 – the following has been added to the table in policy 8.5

Commercial/Light Industrial	To recognize existing commercial uses.	1655 Topsail Road
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4. Policy 8.9.3 (1) Conservation – has been revised to change “60 metres along the shoreline of Octagon Pond” to “30 metres”.
5. Policy 8.11 – has been edited to change introductory sentence from “west of St. Thomas Line” to “east of St. Thomas Line”.
6. Future Land Use Map
 - The Open Space designation around Octagon Pond has been reduced to 30m.
 - The Open Space designation along Topsail Bluff has been edited to reflect 30m from the cliff’s edge.

SIGNED AND SEALED this day of , 2017.

Mayor: _____

Clerk: _____

Urban and Rural Planning Act Resolution to Adopt

Town of Paradise Municipal Plan 2016

Under the authority of Section 16 of the Urban and Rural Planning Act 2000, the Town Council of Paradise adopts the Paradise Municipal Plan 2016.

Adopted by the Town Council of Paradise on the 11th day of July, 2017.

Signed and sealed this day of , 2017.

Mayor: _____

Clerk: _____

Canadian Institute of Planners Certification

I certify that the attached Municipal Plan has been prepared in accordance with the requirements of the Urban and Rural Planning Act 2000.

M. Bishop, F.C.I.P.

A. Cashin, M.C.I.P.



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1: INTRODUCTION

1.1 What is the Municipal Plan?

The Paradise Municipal Plan is Council's comprehensive policy document for the management of growth and development within the municipal planning area over the next 10-year planning period 2016-2026. Prepared under the authority of the *Urban and Rural Planning Act 2000*, the Plan repeals and replaces the Paradise Municipal Plan 2004- 2014.

1.2 Regional Context

Municipal Plans must be consistent with provincial policy and law, and with any Regional Plan in place that affects the Planning Area. The Town lies within the area included in the St. John's Urban Region Regional Plan, brought into effect in 1976. The Plan set out the general nature of future development in the Northeast Avalon and provided a framework for planning at the local level. While the Regional Plan is currently under review, the Paradise Municipal Plan conforms to and is consistent with the policies of the Regional Plan (as amended in 2015).



As part of the Northeast Avalon Joint Council, Paradise works with and cooperates with the Province and municipalities of the region to achieve common goals, including regional planning.

1.3 Achieving a Vision for Paradise

The Town's Strategic Plan has as its vision to “**Create a Paradise for Everyone.**” The Municipal Plan is consistent with the values set out in the Strategic Plan for an inclusive, family-oriented community; one that is attractive and prosperous, providing a high level of infrastructure and services. The Town also values balanced development and environmental stewardship, administered consistently and fairly. Within the regional context, the Town values its independent identity as a partner in regional initiatives with surrounding municipalities.

1.4 Strategic Goals

The Strategic Plan 2015-2018 contains six Critical Areas. These goals direct long term planning for the Town and help set priorities for the delivery and improvement of services, programs and Infrastructure. The Municipal Plan aligns with these strategic goals:

1. To maximize efficiencies in traffic flow, heighten awareness, and develop a public transportation system that is effective, affordable, and accessible.
2. Ensure that the Town provides sound financial planning, good day to day management and oversight, and applies the highest levels of scrutiny and public accountability to every facet of its financial operations for the benefit of taxpayers.
3. To maintain basic infrastructure to ensure we are investing not only in new buildings and modern facilities, but that we are continuing to invest in sustainable infrastructure that will serve the people of Paradise for many generations to come.
4. To have the Town of Paradise developed in accordance with the highest standards and best building and development practices available.
5. Continue to develop new, modern facilities within our means, but prioritize our needs, explore options, and ensure that we do not over-extend ourselves as we maximize our capital investments for the overall good of the Town.
6. To keep residents well informed of things that are happening in the Town using a myriad of communications systems and technologies to provide practical information about plans, programs, services, facilities, and operations on an ongoing basis.

1.5 Aligning with Other Plans

In addition to the Strategic Plan, the Municipal Plan aligns with several other plans prepared by the Town including:

- Integrated Community Sustainability Plan
- Active Transportation Plan
- Traffic Improvement Plan
- Economic Development Strategy
- Recreation Facilities Master Plan
- Stormwater Master Plan

1.6 How the Plan was Prepared

Preparation of the Plan included background research and analysis summarized in a Background Report (Appendix A). It also included land use surveys, consultation with government agencies and adjacent municipalities.

The public engagement process included the following components:

- Establishing a Municipal Plan Review Advisory Committee to provide input to the Municipal Plan review process. The committee was selected after a public call for volunteers and members were selected from a range of backgrounds and experience. The Committee was chaired by a member of Council, and supported by staff from the Planning Department.
- A Municipal Plan Review Open House meeting and workshop on November 12, 2014, which provided an opportunity for residents to review information about the Town and participate in discussions about the Town's future.
- A focus group meeting with community groups at the Town Hall.
- Meetings with local developers and business owners to discuss future developments in the Town.
- Open drop-in sessions where the public could review the Plan's background material and provide feedback on community issues and priorities.
- An Online Survey, which received input from over 200 residents.



important places

twitter

MORE PARKS!



facebook

Affordable homes



Support our youth and their activities.



- A contest that invited children and youth to submit artwork about their community and prepare videos to portray the elements of Paradise important to them.
- The use of multiple social media platforms to post reports, surveys, updates.
- Placing public notices in The Telegram and Shoreline newspapers, and posted on the Town's website to advertise meetings and invite citizen input.
- Providing other opportunities for engagement such as an interactive public chalkboard, a Plan Review t-shirt promotion and contest, and a web video to promote and advertise the Plan Review.
- Submitting Agency Referrals to Town departments, neighbouring municipalities and government agencies for comment regarding the Town's Municipal Plan review.

1.7 Interpretation

The following sections and the Future Land Use Map constitute the legally effective parts of the Paradise Municipal Plan. In this Plan:

- "Council" shall mean the Council of the Town of Paradise.
- "Development Regulations" shall mean the Paradise Development Regulations.
- "Municipal Planning Area" shall mean the Paradise Municipal Planning Area.
- "Town" shall mean the Town of Paradise.



1.8 Structure of the Plan

The Plan is organized as follows:

- (1) Chapters 1 and 2 introduce the Plan, its purpose, and the context for the vision and strategy for future growth in Paradise.
- (2) Chapters 3 through 8 contain the goals, objectives and policies in five theme areas and the land use designations identified on the Future Land Use Map.
- (3) Chapter 9 contains policies related to regional initiatives; and
- (4) Chapter 10 addresses how the Plan will be implemented.

The Plan consists of this document, its appendices and the Future Land Use Map. Supporting maps and graphics included in the Plan are for illustration purposes only.







2: VISION 2026

The vision for the Town that has emerged through the Plan Review Process, research and public consultations is:

Over the next decade, Paradise will continue its **evolution** towards becoming a **prosperous, independent, inclusive**, and self-sufficient **community**, where **people of all ages** can live and feel welcome. Our **liveable** neighbourhoods, are **safe**, and **well designed**. We take pride in the active and **healthy lifestyles** that are possible through our accessible and **well-connected** system of **streets, trails, parks, facilities, open spaces, ponds** and **natural areas**. We **nurture culture**, creativity and **sense of place** in the spaces we create for commerce, leisure and local government. We contribute to **regional prosperity** by working with our **partners** to achieve common objectives.

TOWN OF PARADISE MUNICIPAL PLAN

This vision is consistent with the Town’s Strategic Plan to:

Create a Paradise for Everyone.

2.1 Key Themes

The vision reflects five themes that emerged from the review process:

- Healthy, liveable neighbourhoods
- Quality, connected design
- Economic prosperity
- Environmental quality
- Investment in transportation and services
- Regional cooperation

2.2 Managing Growth to 2026

2.2.1 Healthy, Liveable Neighbourhoods

Since its incorporation as a Town in 1971, Paradise has experienced continuous residential and commercial growth and development. The Town's proximity to the major employment centres of the Northeast Avalon region and the completion of the regional road network, contributed greatly to suburban expansion.

In the 2000's, a robust provincial and regional economy saw the pace of growth and development in Paradise increase, with greater pressures for land for housing and industry. Keeping up with, and managing growth has been a challenge for the Town as demands for roads, recreation facilities, parks and services have also increased. The Town has taken a number of steps to address the challenges of rapid growth by improving the street network, investing in recreation facilities, water and sewer infrastructure, emergency services and developing strategies for enhancing economic prosperity.

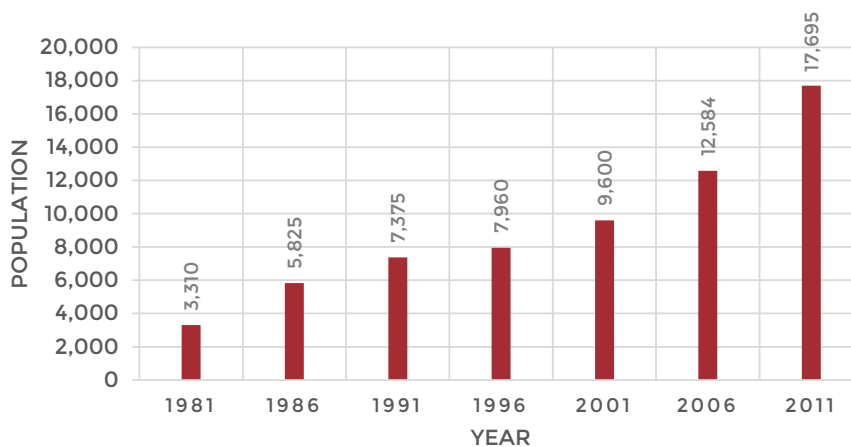


Figure 1. Paradise Population Growth (1981-2011)

The challenge for Paradise over the next decade, is to position itself as an age-friendly community, where people of all ages can live, work, and play; one that can continue to attract young families and business investment. To do this, there needs to be a range of housing options available with sufficient retail and services to supply local needs, located close to where people live. While many residents of Paradise will continue to commute to jobs within the region, keeping them at home for shopping, services and recreation will contribute to greater self-sufficiency and sustainability of the Town and a stronger sense of community identity.

The Town has sufficient lands designated for residential development to meet projected demand over the next decade. The challenge will be deciding how to direct growth in a manner that is efficient and cost effective, maximizes existing infrastructure, services, parks and recreation.

For established neighbourhoods, the challenge will be to work towards improving amenities and increasing connectivity to parks and services.

- 2.2.2 Quality, Connected Design
Managing growth and development over the next decade is all about making connections that will improve



liveability in the Town. Priorities for planning set out in this Plan focus on continuing to improve connectivity in the following areas:

- The street network
- Pathways for active transportation
- The natural environment
- Social inclusion
- Neighbourhoods and services
- To the broader Northeast Avalon region.

Consultations on the Plan indicate that residents want to preserve the character and form of their neighbourhoods. Yet, to become an age-friendly community, requires a range of housing options for people. The Town must find a way to encourage development of various housing forms and tenures, constructed in appropriate locations.

The design of communities plays an important role in the health and well-being of its citizens. Attention to urban design - of subdivisions, parks and open space, streets and commercial areas - can reduce land use conflicts, improve liveability, promote active living and a greater sense of community belonging.



Like many suburban communities, Paradise lacks an identifiable urban core. However, there are opportunities to create one in the area between Topsail Road, McNamara Drive, Kenmount Road and Karwood Drive. This area is emerging as a central location for community recreation, local government, education and commerce, supported by housing development. These lands provide an opportunity to achieve economic development objectives set out in the Town's Economic Development Strategy to create a "community hub" with a focus on recreational opportunities, walkability, education, employment and retail services, supported by higher density, mixed-use housing development.

The challenge in this area is to plan for an appropriate mix of uses and residential densities to ensure its continued growth and sustainability.

Topsail Road is the main arterial thoroughfare in the Town, handling most of the daily commuting traffic into and out of the community. Yet the road also acts as a barrier to connections between neighbourhoods to the north of it, and commercial and recreation areas to the south, particularly for pedestrians and other forms of active transportation. Measures to improve the visual amenity and pedestrian comfort and accessibility of this street and cross connections are needed.



2.2.3 Economic Prosperity

Paradise is fortunate to have a significant commercial and industrial land base, strategically located within the region with access to the regional and provincial road network, the Port of St. John's and the St. John's International Airport.

The Town's Economic Development Strategy (2015) identifies a number of actions the Town will need to take to promote economic development. These include (among other things):

- Promoting strategic business and residential growth;
- Fostering a strong local sense of place and community quality of life; and
- Diversifying the local economy and business composition.

A key strategy for economic development is to encourage retail developments in mixed-use areas close to civic amenities and housing at densities that will sustain commercial enterprise.

Industrial and commercial areas should be developed in a manner that ensures the "highest and best use" of lands, and development of office space to attract the professional, scientific and technical services sectors. Reserving lands for commercial "nodes" around key intersections will provide opportunities for new business investment and local job creation.

People in Paradise want more services and amenities closer to where they live. The pursuit of "complete" neighbourhoods means identifying sites for neighbourhood scale commercial uses to service existing neighbourhoods, and planning for small commercial sites within future development areas.

Traditional retail and highway commercial uses developed along Topsail Road. Topsail Road, as the main thoroughfare – and gateway to Paradise, would benefit from upgrading to include streetscaping, improved pedestrian and other active transportation infrastructure, landscaping and design guidelines for new development. An attractive streetscape will assist local business and encourage additional investment along this busy traffic route.

2.2.4 Environmental Quality

Public consultations on the Plan indicate that residents value walkability and availability of parks, open space and natural areas. The challenge for the Town will be to continue to work towards an interconnected system of natural areas, the

protection and enhancement of valuable wetlands, waterways for their ecological functions, opportunities for passive recreation and community amenity value. An emphasis on environmental protection will mean greater attention to the management of stormwater, ensuring adequate separations and buffers between urban development and natural features, and greater consideration of environmentally sensitive areas in new plans for development.

2.2.5 Investment in Transportation and Services

Highly interconnected street networks contribute to better traffic flow to and from collector streets and arterial roads. As Paradise has grown, traffic congestion has increased and in some parts of the community, roads will soon reach or exceed their design capacity. This in turn will limit the amount of new development that can be accommodated. The Town is continuing to upgrade streets and intersections to improve traffic flow. An extension of Kenmount Road to provide a connection to the regional road network at the Manuels Access Road (Route 2) will help to provide additional travel options for the Town's commuters.

The pace of growth in Paradise requires infrastructure to support it. In various areas of the Town, infrastructure is at capacity and will require upgrading to accommodate further development.

The Town faces challenges in the management of stormwater. In some areas, the stormwater drainage system is inadequate to handle stormwater volumes. With more frequent and intense storms anticipated in the future, addressing these challenges is a priority. The Town is currently implementing a Stormwater Management Plan to increase capacity in the stormwater system. The Plan addresses this issue by requiring greater attention to stormwater management in the design and construction of new developments and by limiting development in some areas.

Water is provided through the Regional Water Board. Within the Town, upgrades are required in the distribution system to ensure adequate pressures and fire flows. Similarly, some sewers are at or near capacity and need to be upgraded to accommodate new development, particularly in the central area of the community and the growing industrial area.

2.2.6 Regional cooperation

Paradise is an active partner with the fourteen municipalities of the Northeast Avalon Region, working cooperatively to address regional and inter-municipal issues such as transportation, solid waste, water and stormwater management. Within the regional context, Paradise will continue to participate in regional initiatives that benefit the Town and the broader region.

2.3 Growth Strategy

The strategy for growth and development of the Town over the next decade is one of community building – in which Paradise continues to evolve from that of a largely bedroom community, to a community in its own right – where people have a strong sense of identity and attachment to their neighbourhoods and Town, with access to the things they need.






To achieve this, growth will be directed as follows:

- Focus on achieving build-out of areas to the south of Topsail Road – with mixed-use neighbourhoods offering a variety of housing options close to jobs and services in planned developments west of Octagon Pond.
- Create a focus for the community in the area between Topsail Road, McNamara Drive, Kenmount Road and Karwood Drive as the centre for retail, recreation, civic use and housing. This area is the focus for jobs and growth, supported by higher density housing, recreational amenities and public institutions. The Town will continue to make investment in amenities in this area to create a central community focus or “hub”.
- Focus on infill subdivision development north of Topsail Road, primarily with single-detached dwelling developments, but with options for designs that incorporate small, multiple unit housing forms – good quality urban design, street connectivity, parks and open spaces, with local commercial services in appropriate locations.
- Development will expand northward, but only as build out to the south is completed. New areas will be opened up as demand warrants, and in a manner that extends growth northward in a progressive, sequential manner. In some areas, significant upgrading in the stormwater system will be required before development can proceed. Low density residential infill development along existing streets will continue to occur.

- The areas of Topsail Pond, Three Island Pond and Topsail Bluff will continue to provide rural residential living environments. These areas are not included in the Town's plans for water and sewer servicing. Development will continue to consist of large residential lots, designed to preserve tree cover and water quality in ponds and watercourses through conservation design development.
- Focus on Topsail Road as a Main Street by improving pedestrian access and comfort, visual amenity through streetscaping and implementing urban design guidelines for new development and redevelopment of existing properties.
- A greater emphasis will be placed on managing development to protect and restore the ecological integrity of natural systems of waterways, wetlands, ponds, and coastline as important features of a healthy community.

This strategy is illustrated in Figure 2 on the following page.

LEGEND

-  Municipal Boundary
-  Key Intersection
-  Commercial Node
-  Park / Open Space
-  Major Transportation Thoroughfare

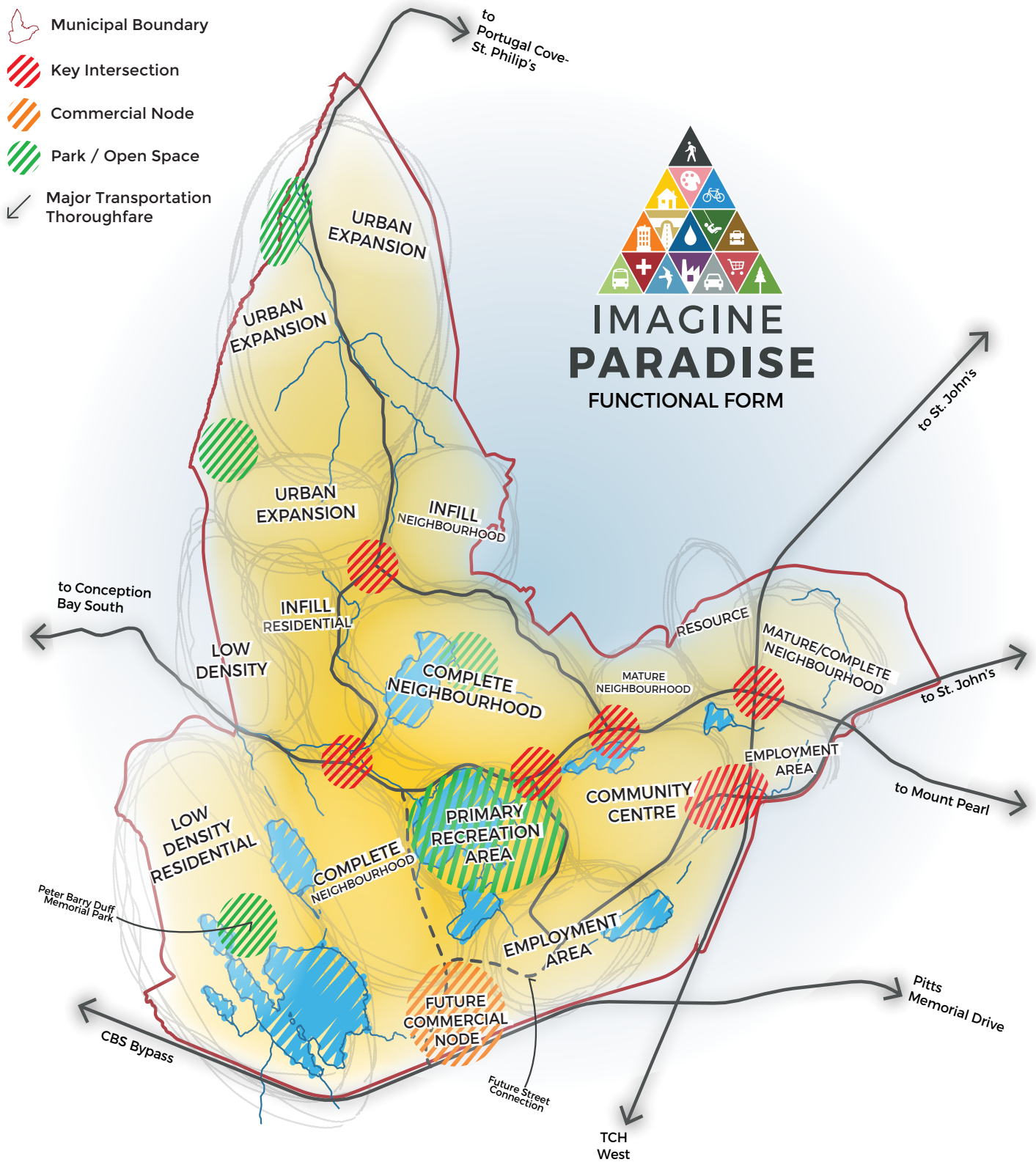


Figure 2. The strategy for growth and development of the Town over the next decade.





3: HEALTHY, LIVABLE NEIGHBOURHOODS

GOAL

1. A community of well-planned, liveable neighbourhoods with a variety of housing options, designed to encourage active, healthy lifestyles, and services necessary for liveability.

Communities that are sustainable have well-designed neighbourhoods in which people have access to housing, local shops and services and quality public spaces that include parks and natural areas. Such communities recognize and celebrate diversity of people of different ages, abilities and circumstances, and enable creation of housing to suit a variety of needs. Paradise is attracting young families who are moving into new neighbourhoods. In order to retain these families, it will be important to have various forms of housing that enable people to continue to live in Paradise as their housing needs change over their lifetime.

To achieve this, policies of the Plan support forms of housing that include smaller residential units integrated into developing residential areas and in identified residential and commercial mixed-use areas.

Strategic Objectives:

- Establish a community structure that is sustainable over the long term.
- Support contiguous development and infrastructure in order to accommodate growth in an orderly and economical fashion.
- Increase access to affordable housing through provisions of diverse housing forms and tenure types.
- Create well-designed mixed-use developments in appropriate locations that provide housing, services and employment.

- Prioritize new development in core areas and where there are opportunities for infill before expanding outward.
- Develop incentives for housing that incorporate water and energy efficiency.
- Increase access to healthy foods in all neighbourhoods by improving community-scale food infrastructure and services.

3.1 Community Structure

Policy

Through the Municipal Plan, Council will achieve the Growth Strategy set out in Section 2.3 of this Plan by:

1. Placing priority on planned, mixed-use residential development south of Topsail Road and west of Octagon Pond.
2. Designating lands between Topsail Road, McNamara Drive, Kenmount Road and Karwood Drive as the centre for retail, recreation, civic use and housing.
3. Encouraging the continuation of suburban development around Adams Pond and areas where infill residential subdivision development is possible north of Topsail Road.
4. Providing for future suburban growth of the Picco Ridge area in accordance with a Comprehensive Development Plan.



5. Reserving undeveloped lands in the northern area to the east and west of St. Thomas Line for future serviced growth and urban development as lands to the south are built out and additional residential lands are needed. Residential infill, along existing streets will continue in this area.
6. Designating areas of Topsail Pond, Three Island Pond and Topsail Bluff as unserviced rural residential areas where water and sewer servicing is not planned.
7. Improving the street network by extending Kenmount Road and planning for a new access to the Manuels Access Road, and creating opportunities for commercial and industrial development in this area.
8. Designating natural areas around the ponds, waterways and wetlands, and hilltop ridges for open space and conservation.

3.2 Developing Planned Neighbourhoods

3.2.1 Neighbourhoods West of Octagon and Rocky Ponds

Lands west of Octagon and Rocky Ponds are currently being developed as a new, complete neighbourhood in accordance with an approved concept plan. The original concept has been altered with the construction of an elementary school in this area, and further revisions have been made in response to topography, servicing and street connections.



Policy

It is the policy of Council that development in the area immediately west of Octagon and Rocky Pond will:

1. Be developed to provide a mix of forms of housing, generally in accordance with the approved concept plan. The mix of housing may vary, but shall be included within street blocks, with higher density forms placed near open spaces and neighbourhood commercial nodes.
2. Include a collector street that provides access between Topsail Road and the planned extension of Kenmount Road and a new interchange to the Manuels Access Road.
3. Preserve the recreational nature of Octagon Pond by retaining natural separation buffers between proposed development and the ponds. New development shall retain natural tree cover where possible, and sites and buildings designed to minimize visual impact of development near the ponds.

3.2.2 Infill Subdivisions

Policy

1. Proposed residential subdivision development north of Topsail Road will be designed to be integrated with existing development, connecting to existing streets, trails and open spaces where possible, and preserving natural features such as streams, and wetlands. Council may require separation buffers or a transition of housing form and density to minimize impacts on existing residential neighbourhoods.

3.2.3 Picco Ridge

The area of Picco Ridge has been identified for urban expansion.

Policy

It shall be a policy of Council that:

1. Picco Ridge will be developed as a comprehensive neighbourhood development that integrates a diversity of housing options including low and mid-density and multi-unit housing, as well as mixed-use building forms. The development will be planned so that public open spaces and neighborhood services are within walking distance from most homes in accordance with the principles and general layout of a



comprehensive development plan prepared for the area and attached to this Plan as Appendix C.

2. The new neighbourhood will be developed with respect to sensitive environmental features to ensure that ecological systems are not negatively affected by the development.
3. The concept development plan may be modified without amendment to this Plan to accommodate stormwater management infrastructure in accordance with the Town's engineering requirements.

3.2.4 Rural Residential Subdivisions

Policies

1. Development in the Topsail Pond-Three Island Pond area shall preserve the rural residential nature of this area, incorporating conservation principles into the design of new subdivisions to retain the rural residential character of this area.
2. Rural residential subdivision development along the Topsail Bluff area will be setback from the edge of the bluff. Dwellings will be designed and sited to preserve tree cover and be integrated into the landscape.

3.3 Established Residential Neighbourhoods

The Town of Paradise has a number of older, established neighbourhoods. Development has spread out from the earliest development at Elizabeth Park, the traditional rural residential areas in and around Topsail Pond and Three Island Pond and subdivisions off Paradise Road and St. Thomas Line. Newer areas around Adams and Neils Pond, continue to grow.

The challenge, particularly in older, more established neighbourhoods, is to ensure that new development blends in with development in these areas. Whether this is in the form of infill lots created as older streets are serviced with water and sewer services; as small, infill subdivisions between existing developed streets; as comprehensive residential developments at the edges, or redevelopment of commercial areas - all have potential to impact established residential neighbourhoods.

It is also recognized that over time, neighbourhoods mature, as households age their needs change. Enabling people to age in place, may require modifications to homes and redevelopment of neighbourhood parks and playgrounds to reflect changed circumstances.



Policies

1. Recognize the character of existing, established residential neighbourhoods and ensure that where infill development is possible, that it blends in well with the built form of the neighbourhood.
2. Ensure that there is an appropriate transition in intensity, use and form of development between existing neighbourhoods of predominantly single-detached dwellings and proposed multi-unit residential, mixed-use or commercial development.
3. Provide for modifications to single-detached dwellings to create smaller living units, in a manner that preserves neighbourhood appearance.
4. Incorporate Universal Design principles into redevelopment of parks and public spaces so that they are accessible to people of all ages and abilities.

3.4 Central Community Core

A community mixed-use area is emerging to the south of Topsail Road, bound generally by McNamara Drive, Karwood Drive and Kenmount Road. It contains significant community recreation lands and facilities, the Town Hall, higher density residential development, and lands zoned for commercial development. It also includes the property on the western corner of Topsail Road and McNamara Drive that is a prime re-development site.

The objective for this area is to evolve into a dynamic focal point for the Community, characterized by a variety of housing retail and services, parks, recreation and civic amenities, with quality urban design exhibited in buildings, landscaping and streets.

Policy

This area has been identified as the community centre mixed-use area. Within this area it shall be a policy of Council to:

1. Focus development of Town cultural, recreational and educational facilities.
2. Provide for a mix of public and commercial uses and activities that are within a five minute walk of surrounding residential neighbourhoods.
3. Provide for a greater choice in housing forms and tenures, as well as mixed-use commercial and residential buildings.
4. Place priority for development on walkability, amenity, quality urban design and linkages to and within the area.

3.5 Adequacy of Servicing

The Town has undertaken a number of studies that identify the capacity of existing roads, water, sewer and stormwater systems to accommodate additional development. It also continues to upgrade and increase capacity to meet the demands of the growing community.

Policy

In reviewing proposals for development, the Town shall take into consideration the issues and recommendations of other infrastructure plans and studies, and may, notwithstanding the conformity of proposed development with this Plan and the Development Regulations, refuse a development where there is insufficient capacity in the street network, water, wastewater, or stormwater systems to accommodate it.

3.6 Housing Choice

Housing that is adequate and affordable is a fundamental component of the quality of life in a community. Communities that have few housing options limit their ability to attract families or keep those whose needs change over time. Through the policies of this Plan and its implementation, the Town will provide opportunities for a greater variety of housing to be built that will accommodate the changing needs of current and future residents.

3.6.1 Variety of Housing Forms

Policy

1. Ensure sufficient lands are available to support a range of living environments and choice of housing and tenures. These include:
 - (a) rural residential areas where single dwellings are the primary housing form;
 - (b) compact serviced neighbourhoods, predominantly single and semi-detached dwellings;
 - (c) larger multi-unit developments in select locations and near major traffic corridors;
 - (d) a variety of housing types as part of planned, mixed-use residential and commercial developments.

3.6.2 Affordable Housing

Housing affordability is key to a community's social and economic health. The Canada Mortgage and Housing Corporation defines affordable housing as housing that meets the needs of a variety of households in the low to moderate income range. Housing that is affordable, typically costs less than 30% of before-tax household income with shelter costs including the following:

- For renters: rent and any payments for electricity, fuel, water and other municipal services; and
- For owners: mortgage payments (principal and interest), property taxes, and any condominium fees, along with payments for electricity, fuel, water and other municipal services.

Policy

Council is committed to improving the affordability of housing in Paradise over the planning period by:

1. Encouraging new development and infill redevelopment to incorporate affordable housing that is visually indistinguishable from market housing;
2. Reviewing the potential of acquiring and using surplus public lands, to accommodate the development of long-term affordable housing units;
3. Working with the Newfoundland and Labrador Housing Corporation, developers and community partners to facilitate construction of affordable housing units;
4. Providing density bonuses where affordable housing units are incorporated into housing projects; and
5. Developing and implementing a program of reduced permit fees or other incentives to encourage projects that include affordable units in the Town.

3.7 Food and Urban Agriculture

Access to healthy foods is becoming an increasingly important element of community design and liveability. In Paradise, this means providing space for stores that sell food close to where people live, and opportunities for people to grow, sell and purchase seasonal fresh produce.

Policies

1. Collaborate with neighbourhoods, landowners and other organizations to identify potential areas to develop temporary or permanent urban agriculture activities such as community gardens, farmers markets or small supermarkets.
2. Require provision of neighbourhood commercial sites at key intersections and locations in new development areas where small grocery stores and food shops will be permitted.
3. Encourage local food production by working with property owners to prevent conversion of agricultural properties to urban land uses.
4. Include provisions for community gardens in public parks and open spaces where appropriate.
5. Establish guidelines to encourage the integrating of urban agriculture into public realm and private developments.

3.8 Childcare and Eldercare Services

In today's society, the care of children and the elderly is increasingly needed to support working families. Age-friendly communities provide services and facilities for people of all ages.

Policies

1. Accommodate childcare services in appropriate locations within residential neighbourhoods and workplace contexts.
2. Accommodate eldercare in the form of adult daycares in appropriate locations in residential and mixed-use areas.
3. Support development of supportive housing and continuous care facilities for the elderly.
4. Childcare uses and Assisted Living Residential Complexes are considered appropriate uses in the Residential and Commercial land use designations of this Plan as indicated in the use zones set out in the Development Regulations.





4: QUALITY, CONNECTED DESIGN

GOALS

1. Improve the health and liveability of Paradise.
2. Improve the safety and security of the Town.
3. Increase connections between neighbours, neighbourhoods, parks, education and services.
4. Achieve a high level of accessibility for all people within the Town.

Historically, the Town has evolved as one where people rely on travel by car for most daily activities. Today however, more and more people are demanding greater walkability - for recreation, active transportation, and personal wellness. Yet not everyone has the same level of mobility. Policies of the Plan are designed to improve opportunities for active transportation throughout Paradise.

A well-designed community that is attractive to residents and visitors contributes to a greater sense of community identity.

Strategic Objectives:

- Achieve a high quality of urban design throughout the Town.
- Encourage Universal Design in buildings and developments to facilitate aging in place in Paradise.
- Enhance neighbourhood walkability.
- Enhance connectivity with efficient and safe networks.
- Make active transportation convenient and safe.

4.1 Town-Wide Community Design

The design of sites, buildings, landscaping and their relationship to the street can have a significant impact on how a community looks and feels. Design guidelines are useful in providing guidance on the expectations a community has for how sites and buildings are designed and constructed.

Policies

1. Design and development of residential, commercial, industrial and mixed-use sites shall be in accordance with Urban Design Guidelines established for the Town of Paradise.
2. The Town will revise its requirements for streets in new developments to be constructed in accordance with Urban Design Guidelines for local and collector streets.
3. Council will develop a policy for Complete Streets to be applied to municipal capital works projects where appropriate.

A Complete Street is one that is designed for all ages, abilities, and modes of travel. On Complete Streets, safe and comfortable access for pedestrian, bicycles, transit users and the mobility-impaired is not an afterthought, but an integral planning feature. A Complete Street policy ensures that transportation planners and engineers consistently design and operate the entire street network for all road users, not only motorists.

Toronto Centre for Active Transportation.



4.2 Universal Design

An inclusive community is one that recognizes that people have a variety of different abilities, strengths, heights, etc., and that this should not exclude or segregate anyone from living in and participating in community life and accessing and using municipal services.

Universal Design is the design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design.

Universal design seeks to create products and environments that are usable by the broadest spectrum of the population, regardless of age or physical differences.

Policy

Council is committed to improving community design to accommodate a wide range of people, regardless of age or ability by:

1. Ensuring that new civic buildings, streets, sidewalks, parks, products, services and programs are designed to be useable by a wide range of citizens;
2. Working with community partners to identify barriers to accessibility in public buildings and spaces and measures to improve accessibility;
3. Incorporating principles of Universal Design in the requirements for, and review of, new residential and commercial subdivision developments;
4. Developing and implementing a program to recognize builders and developers that incorporate Universal Design in the construction and renovation of housing other buildings.

4.3 Neighbourhood Walkability

A highly interconnected street network improves the walkability of communities as well as the flow of vehicular traffic. Over the planning period, Council will work to increase connectivity of the street network as a means of achieving greater walkability.

Policy

It shall be a policy of Council to manage development in a manner that results in an increase in the Connectivity Index of Paradise from 1.3 to 1.5 over the Planning period by:

1. Limiting the use of cul-de-sac streets in new developments wherever possible;

Paradise has a **connectivity index**, of 1.3 - calculated by dividing the total number of street segments (street lengths between intersections) by the number of street intersections and dead-ends. A score of 1.4 is the suggested minimum needed for a walkable community.



2. Using opportunities for reducing the number of dead-end streets as infill subdivision developments are proposed;
3. Limiting block length in new developments to facilitate greater street connectivity.

4.4 Neighbourhood Amenity Space

Parks, open spaces and natural areas are integral to the liveability of communities, and contribute to the health and well-being of residents. As Paradise has grown, parks and public spaces have been identified in new subdivision developments, and in reserved areas around ponds. The Town is committed to improving the availability of neighbourhood parks, and public spaces in mixed-use and commercial areas over the planning period.

Policy

Council will ensure that neighbourhoods are designed to include high quality and well-designed neighbourhood parks and public spaces by:

1. Creating a Parks and Open Space Master Plan that identifies a hierarchy of parks and public spaces in the Town around which urban development can be planned and integrated.
2. Creating a high quality park and open-space system that links neighbourhoods, public parks, recreation facilities and areas for commerce and employment.
3. Ensuring that the open space system is accessible to all citizens and levels of mobility wherever possible.



4. Ensuring that plans for new development areas include a hierarchy of parks and public spaces connected to adjacent neighbourhoods by pathways and streets.
5. Ensuring that mixed-use developments include public spaces that are comfortable, accessible and designed to encourage social interaction.

4.4.1 Acquisition of Open Space Lands

Policies

1. Acquire, through the development approval process, lands required for public open space.
2. Where a development is proposed in an area that is served by, or planned to be served by, a park or open space that is located outside the proposed development, Council may accept a cash in lieu of land contribution to be used to acquire or develop the identified park or open space lands.

4.4.2 Trails and Pathways

Policies

1. Recognize and protect the Town's system of pathways and trails, including the Grand Concourse, the East Coast Trail, and the Newfoundland T'Railway as part of the Town's open space railway system.





2. Ensure that new development supports the trail system, by providing appropriate separation distances and buffers and, where possible, connections to it.
3. Place a priority on pedestrian connectivity to trails, parks and services, in the review of development plans for residential subdivision, commercial, industrial and public use developments.

4.5 **Street Design**

Standards for street design have been in place in Paradise for many years. With greater interest in active transportation, many municipalities are changing their design standards to meet the needs of all users. This means designing new streets and using opportunities presented when streets require rehabilitation or upgrading to address pedestrian and cyclist mobility, safety and comfort, as well as vehicular movement.

Policy

It shall be a policy of Council to ensure that streets are designed to maximize connectivity, amenity space and safety for pedestrians and cyclists, private vehicles and emergency response services.

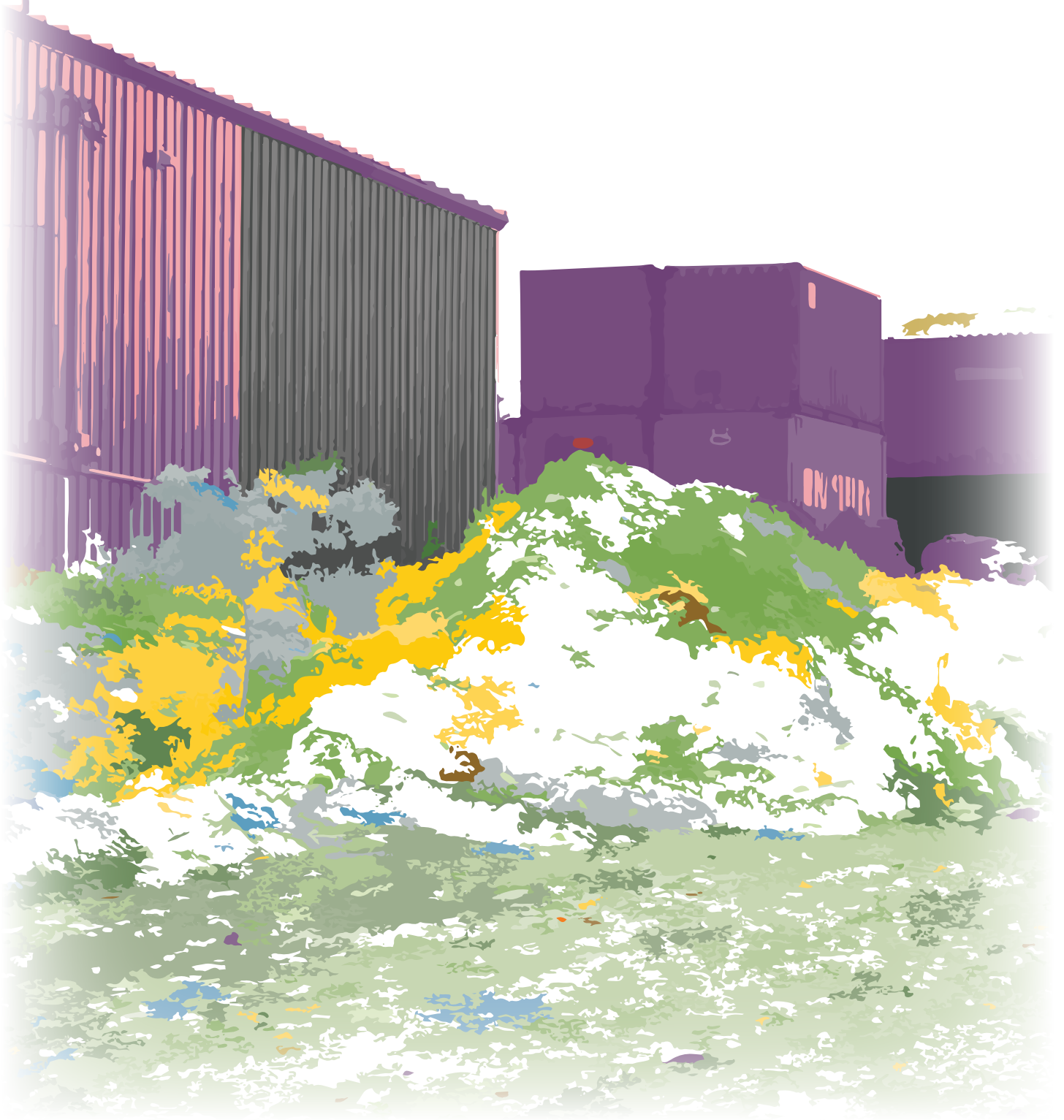
4.6 **Siting of Public Buildings**

The siting and construction of schools and other public buildings can contribute to the desirability of neighbourhoods and the sustainability of commercial districts.

Policies

1. It shall be a policy of the Town to work with the English School District to identify suitable sites for an intermediate and senior high school within the area designated Community Centre Area on the Future Land Use Map.
2. The selection of school sites shall be consistent with the following criteria:
 - (a) They are strategically located so as to achieve provincial policy objectives related to student health, increasing physical activity and accessibility; as well as municipal objectives of complete neighbourhoods, reducing vehicular trips, access to recreation and support for economic development;
 - (b) Are of sufficient size to facilitate future expansion if required;
 - (c) Located so as to facilitate the shared use of sports, recreation and other facilities.
3. New municipal facilities shall be:
 - (a) Sited in a manner that is consistent with the goals and objectives of this Plan; and
 - (b) Incorporate principles of health, wellness and energy efficiency into site and building design.
4. The Town shall work with government partners and other agencies to ensure that public facilities such as libraries, cultural centres and government services are placed within the Community in a manner that contributes to achieving the strategic objectives of this Plan.







5: ECONOMIC PROSPERITY

GOAL

1. Strengthen the local economy by creating opportunities for commerce.

Paradise has seen rapid expansion in industrial development in the area of Kenmount Road around Bremigens Pond. With a planned extension of Kenmount Road to the Manuels Access Road additional lands will be available for new investment. As the population has increased, there has been expansion in the retail and service sectors.

The Town's Economic Development Strategy identified a need to encourage the retail and service sectors in key areas – along Topsail Road as the main thoroughfare in the Town, in an identified commercial core area at the intersection of Karwood Drive and Kenmount Road, and in smaller commercial centres close to neighbourhoods, to provide local goods and services.

The Strategy also identified a need to create a unique identity as a means of attracting new residents and greater business investment. Community building in the form of an inviting commercial main street, supporting arts and culture and an improved wayfinding system are recommended to contribute to a stronger sense of community identity.

Strategic Objectives

- Diversify the local economy by creating opportunities for business investment;
- Expand the industrial land base;
- Create an inviting commercial district on Main Street, Topsail Road;
- Reserve lands at key intersections for commercial mixed-use development;

- Invest in arts and culture to foster a sense of community identity and belonging;
- Improve community wayfinding;
- Promote redevelopment of vacant and underutilized commercial and industrial sites; and
- Ensure that development has a net fiscal benefit to the Town.

5.1 Economic Diversification

Policy

The Town will promote economic development by:

1. Designating lands for industrial, commercial and institutional uses to meet long term community needs.
2. Ensuring that the necessary infrastructure is in place to support economic development.
3. Recognize the importance that institutional and office sectors play in economic development by providing for them to be located in appropriate commercial mixed-use areas.

5.2 Industrial Lands

Policies

1. Designate lands for light and general industry in appropriate locations close to major transportation thoroughfares and key intersections.



2. Designate lands for industrial and commercial development along a planned extension of Kenmount Road to a new access with the Manuels Access Road (Route 2).
3. Provide for a range of industrial, commercial and office uses in identified industrial areas.

5.3 Highest and Best Use

Policy

Ensure that lands within areas identified for industrial and commercial use are developed in a manner that maximizes the use of land by:

1. Encouraging development of multi-storey buildings with a high percentage of lot coverage to locate around key intersections and along major thoroughfares or collector streets.
2. Providing for uses that require large areas for outdoor storage:
 - (a) In areas located away from high-profile intersections; or
 - (b) Where they are located in high profile areas, that they are designed and built in a manner that will facilitate future redevelopment.
3. Encourage, in appropriate locations, mixed-use commercial and industrial developments.





5.4 Retail and Service Space

Policies

1. Provide for neighbourhood commercial sites in new development areas and plan for appropriate residential densities that will sustain retail and service uses.
2. Identify lands for neighbourhood commercial nodes at or near key intersections located at:
 - (a) Topsail Road/Paradise Road;
 - (b) Topsail Road/St. Thomas Line;
 - (c) St. Thomas Line/Paradise Road;
 - (d) Topsail Road/ McNamara Road;
 - (e) Karwood Drive/Kenmount Road.
3. Designate lands around the proposed extension of Kenmount Road and a new collector street from the planned residential neighbourhood development west of Octagon Pond for a future commercial centre.
4. Encourage redevelopment of underutilized single-use, single storey retail and service sites.

5.5 Home-Based Business

The Town recognizes the importance of supporting new business startups which often grow out of very small-scale operations within a dwelling unit, before moving to commercial premises as the business grows. Within residential areas, such uses can be encouraged without creating conflict by limiting the size, type and nature of business ventures.

Policies

1. The Town will support economic development in Paradise by providing opportunities for businesses to establish and operate in a residential dwelling in accordance with standards set out in the Development Regulations.



2. Home offices will be permitted in any dwelling unit in the planning area. Other Home-Based Businesses, including Bed and Breakfast establishments may be considered on residential properties in appropriate residential and commercial land use zones as set out in the Development Regulations.

5.6 Mainstreet Redevelopment Plan

The eastern portion of Topsail Road to the Kenmount Road overpass, is a significant commercial area that is also a gateway into the Town. Commerce in this area will benefit from improved streetscaping that improves traffic flow, pedestrian safety, access and visual appearance.

Policy

Council will develop and implement a Mainstreet Improvement Plan for Topsail Road between the Town Boundary with the City of Mount Pearl to McNamara Drive to improve the visual appearance of the street, safety and pedestrian comfort, and identify opportunities for additional commercial development.

5.7 Arts, Culture and Tourism

Policies

1. Encourage and support arts and culture in the community by planning cultural and recreational facilities in a manner that can accommodate a variety of arts and cultural events and activities.
2. Explore the establishment of a Community Library within the Community Centre area, as part of a mixed-use development, school or other public facility.
3. Promote tourism in the community in accordance with the Town's Economic Development Strategy.

5.8 Public Art

Integrating art into the design of public spaces will enhance the Town's attractiveness to residents, tourists and investors, and increase public awareness and appreciation of the arts. It is also a means to stimulate the growth of arts and arts-related business in Paradise.

Policy

It shall be a policy of the Town to:

1. Allocate a portion of the construction budget of qualifying publicly accessible Town projects for the procurement of permanent public art for public display.
2. Solicit the private sector to procure public art for public display on private property or to contribute to public art for display on Town-owned property.
3. Develop an Arts Plan that addresses the means of acquiring public art, identifies sites for display, and potential partnerships, that foster and enhance the arts in Paradise.

5.9 Signage and Wayfinding

Signage is an important but often overlooked aspect of communities. The design, quality, placement and density of signage can enhance or detract from a community's appearance. Directional signs help us find our way around, and locate products and services that we seek. As the Town has grown, being able to locate neighbourhoods, parks and services becomes more important, particularly for visitors and commerce. Used effectively, a good wayfinding system can highlight specific districts, amenities and neighbourhoods in a manner that makes them identifiable and easy to locate.



Policies

1. Ensure that signage is designed, constructed and placed in a manner that enhances wayfinding, safety, and the visual appearance of the Town.
2. Develop a consistent signage and wayfinding plan that contributes to community identity by identifying gateways to specific districts, recreation areas and neighbourhoods in the Town.

5.10 Fiscal Impact Analysis

Smart growth maximizes efficient use of municipal infrastructure and minimizes the fiscal impact of ongoing operations and maintenance. As the Town struggles to ensure that infrastructure and services are available to support development, there is a growing need to ensure that the public costs of development do not exceed the benefits.

Policies

1. In considering proposals for development, Council will consider the costs and benefits to the Town and:
 - (a) Support development consistent with this Plan, where it is determined to have a net positive fiscal impact on the Town; and
 - (b) May refuse development that is premature, or that adds unnecessary financial burden to the Town where public costs exceed public benefits.
2. It is Council's intention to develop tools and baseline data that will enable an assessment of the fiscal impact of development proposals.
3. Council will review and revise development cost charges so that they adequately reflect the public costs of development and are fairly and equitably applied.







6: ENVIRONMENTAL QUALITY

GOAL

1. A community where natural environments are protected, and are experienced by and accessible to all.

The ponds and waterways in Paradise are a valued natural asset to the community. Protecting them, enhancing and restoring them where opportunities arise to do so will contribute to a healthy natural environment.

Strategic Objectives

- Protect the hydrologic functions of waterways and wetlands as a critical component of the Town's stormwater management system.
- Establish a Town-wide parks and open space system that protects and enhances natural heritage, hydrologic functions, biodiversity and visual amenity.
- Improve the Town's urban forest through best management practices and incorporation of green infrastructure in public spaces and private developments.
- Manage development to reduce risk in hazard areas.
- Maintain and enhance natural features (including landscapes and ecosystems) that contribute to Paradise's natural environment by protecting them from modification and loss.

6.1 Environmentally Sensitive Areas

Policy

The Town will protect environmentally sensitive areas by identifying, maintaining, and enhancing important elements or features of the natural environment including:

1. Lands and waters that support natural resources (fish populations, vegetation, and woodlands).
2. Ecologically vulnerable lands and waters (coastal areas, riparian lands, lakes, and wetlands).
3. Physically unstable lands (steep slopes, and/or unstable soil, and areas susceptible to flooding).
4. Valuable landscape features (valleys, hills, and ridges, groups of trees, bodies of water).
5. Lands required for storm water management.

6.2 Hilltop Protection

Treed hilltops provide a natural visual amenity in the community. With the pace of development over the past decade, some of these areas have been developed, and these landscape features lost. A visually exposed ridgeline is one that is visible against the sky when viewed from public roads from a distance. Over the next decade, treed hilltops and ridgelines should be preserved as a landscape feature of the community.



Policy

It shall be a policy of Council to:

1. Designate significant hilltops for natural open space and ensure that development is carried out in a manner that achieves a relatively undeveloped character within or near identified ridgelines and hilltops.
2. Ensure that development sites and buildings are designed to respond to the topography of the land.
3. Ensure that site disturbances, including significant earthworks are minimized, managed and revegetated to reduce erosion wherever possible.
4. Assess the visual impact of proposed development on treed hilltops and ridgelines.

6.3 Restoring Ecological Integrity of Waterways

Ponds, waterways and wetlands provide many benefits to communities, from their value in supporting fish and wildlife, handling stormwater, and for their amenity value and recreation. The pace at which the Town has grown, has resulted in interruptions to some of the waterway systems.

The ponds in Paradise have always been a focus for recreation and leisure. As the Town gets built up, there is a need to ensure public access to pond shorelines is retained and enhanced as an important component of the Town's natural areas and open space system.



Policy

Over the Planning period, it shall be a policy of Council to:

1. Identify opportunities to restore the natural system of waterways in the Town as part of the preparation of an Open Space Master Plan.
2. Initiate, with local and regional partners, projects to restore streams and wetlands that have been displaced by development over time and identified in the Open Space Master Plan.
3. Make the protection and restoration of natural systems a priority when considering municipal capital works projects.
4. Make the protection and restoration of natural systems a priority when reviewing and approving proposals for development.



6.3.1 Bremigens Pond Enhancement

Policies

1. Assess the area around Bremigens Pond and its associated wetlands and implement measures to enhance the natural environment of this area.
2. Take measures to ensure that Bremigens Pond, and its associated wetlands are preserved as a natural feature of continued commercial and industrial development by ensuring that industrial and commercial developments that back onto it to integrate the water feature into the design of rear lots using appropriate grading and landscaping.

6.3.2 Neil's Pond Enhancement

Policy

1. Undertake a planning study to identify opportunities to improve natural vegetation, drainage and other features along the Neil's Pond trails, particularly on properties that back onto the T'Railway. Ensure that development is designed to protect the pond and enhance the T'Railway system.

6.3.3 Adam's Pond Enhancement

Policies

1. Reserve the shoreline around Adam's Pond as a natural area for public use and amenity.
2. Ensure that development around the pond is designed to provide access to the reserve area as part of the Town's Open Space system.

6.3.4 Topsail Pond/Three Island Pond

Policies

1. Manage development in the area of Topsail Pond/Three Island Pond in a manner that ensures protection of water quality and retains the rural/recreational nature of this area.
2. Work with property owners to ensure that older septic systems are upgraded or replaced, and where possible, to achieve greater setbacks of such systems from the lake shore.
3. Maximize the retention of tree cover in new developments within the watershed of these ponds through conservation design.



6.3.5 Rocky Pond and Octagon Pond

Policy

1. Protect Octagon and Rocky ponds as assets for community recreation by:
 - (a) Requiring adequate setbacks and natural buffers between new development and the pond reserve. Council may require an assessment of the visual impact of a development to protect the viewscape from walking trails within the shoreline buffers.
 - (b) Ensuring that natural treed/vegetated buffers are retained around the pond shorelines.
 - (c) Ensuring that planned development areas implement measures for control of stormwater runoff to the ponds.

6.4 Water

Managing stormwater in the Town is becoming increasingly important, as development occurs at higher elevations, and we experience more frequent and intense storms. When not properly managed, stormwater can cause damage to properties and carry pollutants to valued waterways.

6.4.1 Stormwater

Policies

1. Ensure that new development in the Town is planned, designed and constructed to adequately manage stormwater in accordance with the Town's engineering design standards.



2. Development in areas identified in the Town's Stormwater Management Plan as having insufficient capacity in the stormwater system to handle current and predicted future stormwater flows, shall not be permitted unless infrastructure is upgraded.
3. Ensure that development sites have adequate erosion and sediment control measures in place to prevent pollution of the Town's ponds and waterways.
4. Require measures to reduce stormwater runoff in site designs in accordance with the Town's Urban Design Guidelines.
5. When completed, incorporate the recommendations of a Waterford River Floodplain Study into the Municipal Plan and Development Regulations consistent with provincial floodplain policy.

6.4.2 Groundwater

Areas in Topsail Pond/Three Island Pond and Summit Drive rely on groundwater as their source of potable water. As these areas are not planned to be serviced from the municipal water supply system, it is critical that groundwater quality is preserved and that quantity of supply is assured where new development is proposed.

Policies

1. Work with the Water Resources Management Division of the applicable provincial department and other municipalities in the region to develop a regional groundwater model that can



be used to inform land use planning decisions to ensure that groundwater resources are protected.

2. Ensure that private on-site septic systems, where permitted, are properly designed, installed and maintained to protect groundwater supplies.
3. Require an assessment of groundwater quantity and quality where development on the basis of on-site wells is permitted, in accordance with the provincial Groundwater Supply Assessment and Reporting Guidelines for Subdivisions Served by Individual Private Wells.

6.5 Hazard Areas

The complex and often rugged topography of the Town presents a challenge for new urban development. With rising land values and fewer suitable sites available, development on more marginal sites is proposed. It is important for the Town to ensure the safety of residents by preventing development in areas where it is not desirable, such as on steep or unstable slopes or in floodplains.

6.5.1 Hazard Lands

Policies

1. Prevent development, particularly in undeveloped rural areas including along coastal cliffs, low lying coastlines, or areas where steep topography make the land unsuitable for development.



2. Where development is proposed in an area identified as a potential hazard, the Town may require a site specific study to determine the level of risk, and acceptable measures to mitigate identified risks.
3. Establish in the Development Regulations setbacks for development that take into consideration the slope of the land, geology, and rates of erosion for development along Topsail Bluff.
4. Develop a program to monitor erosion in the Topsail Bluff area.

6.5.2 Lands Adjoining Bodies of Water and Flood Hazard Areas

Policy

1. Identify and prevent development within the 100-year high water mark and an additional 15m buffer area of ponds, wetlands, rivers, or tributaries of rivers.

6.6 Parks and Open Space System

Policies

1. Develop a Town-wide Open Space Master Plan that incorporates environmentally valuable areas, natural heritage features, coastlines, parks and other open spaces, connected to and accessible to neighbourhoods.





2. Ensure that recreation usage within the open space system is managed to minimize environmental impacts and preserve ecological integrity.
3. Ensure that natural features, including hilltops, are incorporated into the planning and design of proposed development wherever possible.

6.7 Coastline

Policy

Council will pursue the establishment of a public park at Horse Cove Beach as part of the Town's Parks and Open Space system.

6.8 Greening

Policies

1. Enhance the Town's urban forest through tree planting and landscaping on public lands, including trees along streetscapes.
2. Develop landscaping guidelines to ensure quality landscaping in new developments.

6.9 Brownfields

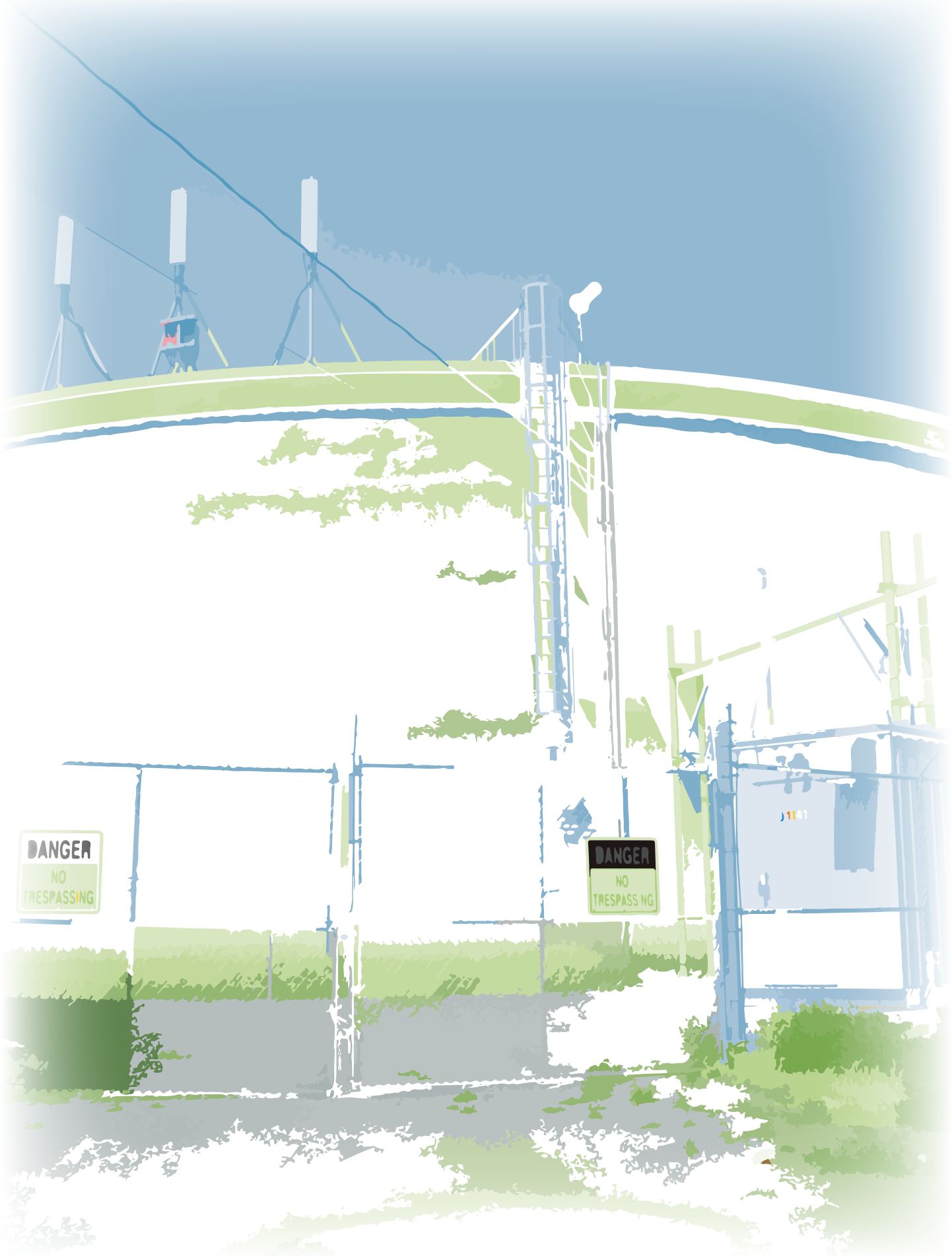
Policy

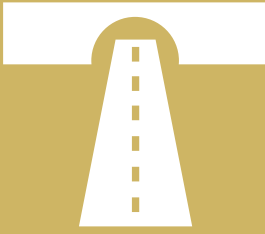
Ensure all brownfield sites are adequately assessed and rehabilitated prior to approval of any redevelopment proposals.

6.10 Energy

Policy

Encourage measures that reduce energy consumption in the design of developments, sites and buildings.





7: INFRASTRUCTURE SYSTEMS

GOAL

1. An efficient system of municipal infrastructure that supports the needs of the community.

Adequate municipal infrastructure systems are necessary to support the social, economic and environmental well-being of communities. Over the planning period, these systems will need to be planned, managed, and maintained to meet the demands of a growing community in a manner that is efficient and cost-effective.

Strategic Objectives

- Ensure safe and accessible transportation systems that encourage innovation to achieve a diversity of transportation modes with priority on active transport.
- Ensure adequate capacity in water and wastewater systems to service the community.
- Upgrade the stormwater system to reduce flooding risks.

7.1 Transportation Network

Policies

1. Revise standards for the development of new streets and rights of way, to improve the balance of safety, accessibility, convenience and comfort of all street users.
2. Ensure that lands are acquired through the development approvals process for required street rights-of-way, lands required for features such as intersection widening, improved sightlines, or other identified streetscape improvements.

3. Implement recommendations to improve the Town's street network in accordance with the Paradise Traffic Improvement Plan.
4. Ensure that development maximizes the potential for street and pedestrian connectivity. In new residential developments, the use of cul-de-sacs shall be discouraged where street connections would otherwise be possible.
5. Consideration for the taking over of private roads by the Town may be given where a private road has been upgraded to standards acceptable to Council.

7.1.1 Active Transportation

Policies

1. Ensure that the design and construction of new streets and the retrofit of existing streets, where appropriate, incorporate the needs of pedestrians, cyclists, and persons with disabilities to create streets that are safe, accessible, and comfortable for all users.
2. Ensure active transportation opportunities are included in plans and development proposals, in accordance with the Town's Active Transportation Plan.
3. Continue the implementation of the Paradise Active Transportation Plan.



7.1.2 Parking **Policies**

1. Establish parking standards that:
 - (a) Permit lower levels of parking in new mixed-use development projects where shared parking among compatible uses is possible and desirable;
 - (b) Include provisions for bicycle parking areas and facilities.
2. Require that the planning and design for parking in large, commercial and mixed-use developments incorporate measures to ensure the safe movement of pedestrians within and between retail sites and includes provisions to accommodate future transit service.

7.1.3 Public Transit **Policy**

1. Utilize the results of the Metrobus Transit Pilot Project to determine the feasibility of implementing a public transit system in the Town.

7.1.4 Ride Sharing **Policy**

1. Encourage car sharing as a means of reducing traffic volumes by identifying areas and specific sites for the establishment of park and ride parking lots for commuters.





7.2 Water and Wastewater Servicing

7.2.1 Potable Water

Policies

1. Work with the Province and municipalities in the region to:
 - (a) Review the regional water supply to confirm whether existing water supplies are sufficient to meet projected economic growth;
 - (b) Identify additional water sources to meet future needs;
 - (c) Continue to implement the regional water conservation policy; and
 - (d) Reduce leakage from the municipal water distribution systems to further conserve the supply of potable water.
2. Implement recommendations in the Municipal Water System Study required to address inadequate water pressures in several areas of the Town.
3. Reduce water consumption by requiring low-flow water fixtures in new construction and renovations.

7.2.2 Wastewater

Policy

1. Continue to improve wastewater infrastructure in accordance with the Town's Capital Works Plan to address capacity issues.

7.2.3 Stormwater

Policies

1. Continue to improve stormwater management in the Town through the implementation of the Town's Stormwater Management Plan, taking into account increased stormwater flows that are predicted as a result of climate change.
2. Incorporate an integrated design approach and use of best practices for stormwater management as part of Town infrastructure projects.
3. Encourage on-site management of stormwater in the design of new developments consistent with the Town's Urban Design Guidelines.



7.3 Emergency Services

Policy

Ensure that new development and redevelopment in Paradise is done in a manner that provides access to emergency services, including the provision of adequate fire flows.

7.4 Utilities

Policy

Work with utility providers to ensure that the Town has access to essential utility services by:

1. Sharing data related to land use, development and utility servicing.
2. Requiring the provision of adequate and accessible easements for utilities in the design and construction of new development.



3. Keeping easements free of encumbrances that inhibit access to the utility.
4. Providing for the use of screening and buffering between utilities and sensitive land uses.

7.4.1 Telecommunications Towers

Policies

1. To promote orderly and safe coexistence of urban development and telecommunication towers the Town will collaborate with Federal regulators and industry operators as they plan for telecommunication towers.
2. In consultation with regulators and industry operators, telecommunication towers will be integrated into neighbourhoods through design and site considerations.
3. Consideration may be given to telecommunications towers throughout the Planning Area.





8: MANAGING LAND AND RESOURCES

GOAL

1. Achieve a pattern of growth and land use that will encourage orderly, efficient, and environmentally sound development.

Strategic Objectives

- Reserve areas for development of a variety of residential neighbourhoods.
- Encourage growth in local employment by designating lands for commerce and industry.
- Achieve an appropriate mix of land uses arranged to prevent land use conflicts.
- Provide for mixed-use residential and commercial districts
- Identify lands for recreation, natural amenity and conservation.
- Set aside rural lands for natural resource use.

8.1 General

8.1.1 Land Use Designations

The Town will continue to manage growth and development by designating lands within the Paradise Planning Area according to broad land use categories. Each land use designation is shown on the Future Land Use Map in Appendix B . Policies outlined in this Chapter specify Council's intent related to the uses, building and form of development in each land use designation as follows:

Municipal Plan Land Use Designation
Residential
Community Centre
Commercial
Industrial
Public
Open Space
Rural
Comprehensive Development Area

8.1.2 Interpretation of Land Use Designation Boundaries

Policies

1. For the purposes of administering this Plan, the Future Land Use Map shall be read in conjunction with the goals, objectives and policies outlined in this document.
2. The boundaries between the different land use categories designated on the Future Land Use Map are meant to be general, except in the case of roads, or other prominent physical features or property boundaries, where they are intended to define the exact limits of each category. Where boundaries do not coincide with features such as roads, rivers or an identifiable property boundary, or there is any uncertainty concerning the intended land use designation, the exact determination of the boundary will be the decision of Council, made in a manner that is consistent with the intent and policies of the Municipal Plan, the Development Regulations, and without amendment to this Plan or the Development Regulations.

8.1.3 Limitations to Development

Policy

Notwithstanding the conformity of a proposed development with this Plan and the Development Regulations, development may be refused where one or more of the following conditions exist:

1. There is insufficient capacity in the wastewater system to accommodate the development.
2. There is insufficient water pressure to ensure adequate fire flows for emergency fire services.
3. There is insufficient capacity in the stormwater system to accommodate predicted increases in stormwater runoff volumes as a result of the development.

4. The volume of traffic from the development would exceed the level of service capacity of existing local or collector streets to accommodate it.
5. The topography is unsuitable for development due to steep slopes and ground conditions.

8.2 General Land Use

8.2.1 Uses Permitted in all Land Use Designations

Policy

The following uses will be permitted in any land use designation:

1. Development associated with public infrastructure and services.
2. Transportation infrastructure.
3. Utilities (not including cellular towers).
4. Open space uses including parks and pedestrian trails.
5. Lands set aside for conservation purposes.

8.2.2 Development Standards

Policies

1. Unless otherwise identified in this Plan, Council shall establish in the Development Regulations the uses, standards and conditions for development in each land use zone.
2. Council may add or revise the uses, standards and conditions for development in any land use zone by amendment to the Development Regulations, provided the changes are consistent with the intent of this Plan.



8.2.3 Non-Conforming Uses

Within the Town there may be properties where buildings and uses do not conform to the Plan or standards set out in the Development Regulations.

Policies

1. In accordance with the *Urban and Rural Planning Act, 2000* nothing in this Plan shall affect the development or use of land to continue in a manner that does not conform with this Plan provided that the non-conforming use legally existed before the coming into effect of this Municipal Plan and Development Regulations, 2016.
2. It is Council's intention that changes to non-conforming buildings or uses are made in a manner that will, over time, bring them into conformity with the Plan and Regulations.
3. Requirements for non-conforming uses shall be set out in the Development Regulations.
4. In determining whether a legal non-conforming use has been discontinued, or in evaluating proposals for a change from one non-conforming use to another non-conforming use, Council shall take into consideration a fair balance between the individual landowner's interest and the community's interest.
5. A use shall be considered to be discontinued where:
 - (a) the scale or intensity of the activity can be considered to bring about a change in the type of use;
 - (b) the addition of new activities or the modification of old activities is, in the opinion of Council, considered remote from previous activities; or if
 - (a) the new or modified activities can be shown to create undue additional or aggravated problems for the Town, or the neighbours, as compared with what went before.

8.2.4 Agriculture Uses

Within Paradise, some lands, particularly in areas along Paradise Road and St. Thomas Line, are still used for small-scale commercial, hobby or subsistence agriculture. At the same time, there is greater interest in urban agriculture on residential lots as people plant vegetable plots and erect small greenhouses. As the Town continues to grow, the keeping of animals can become problematic in residential areas where it may pose a health hazard or a nuisance to surrounding property owners. Balancing the need for local foods with the need for healthy, peaceful neighbourhoods means that some limits on the keeping of livestock, in particular, are necessary.

Policies

1. It shall be a policy of Council to support local food production, including the keeping of livestock. In residential areas, the keeping of livestock will be limited to sites that have sufficient land area for barns, yards and manure storage and handling so as to prevent land use conflicts.
2. Agriculture, Urban Agriculture and Animal uses will be considered in appropriate land use zones within the Planning Area and in accordance with standards for such uses set out in the Development Regulations.

8.2.5 Cemeteries

This Plan recognizes existing cemeteries in the community.

Policy

1. It is a policy of Council to allow for the continued use of cemetery sites and their expansion as an accessory use to the organization to which they are associated, including allowing for a variety of options within them for the interment of human remains.

8.2.6 Mineral Exploration

Policy

Exploration for minerals will be permitted in the Rural Land Use designation and may be considered in undeveloped areas identified in the Planning Area for future urban development.

8.3 Residential

The residential land use designation is applied to existing residential neighbourhoods and lands that are planned for future residential development. Within the Town, the majority of residential neighbourhoods consist of single-detached dwellings. Parts of the Elizabeth Park neighbourhood were developed as a mobile home park, and there are a few apartment buildings, and townhouse developments along or near Topsail Road.

Within the residential land use designation, a variety of land use zones will be established to reflect existing residential development, and in undeveloped areas to enable a range of housing forms, densities, tenures and mix of uses to occur. Consistent with the growth strategy and policies of this Plan, the goal is to ensure that the Town has residential neighbourhoods that are inclusive, and support people of different age, ability and incomes.

8.3.1 Residential Land Use Zones

Policy

1. Council shall establish in the Development Regulations, the following types of residential land use zones within the Residential land use designation:

Land Use Zone	Purpose	Application
Residential Low Density	To recognize the low density pattern of development along older streets in Paradise characterized by larger lots and building setbacks.	Typically along older streets such as Donna Road, Clearview Heights and areas along St. Thomas Line.
Residential Medium Density	To recognize existing neighbourhoods of predominantly single-detached dwellings. Accommodate additional forms of housing in new, infill subdivisions including single and semi-detached dwellings as well as small, multi-unit dwellings.	Existing neighbourhoods, areas for infill subdivision development.
Residential High Density	To recognize existing and proposed high density developments characterized by multi-unit residential buildings, duplexes, semi-detached, and townhousing.	Existing high density development around Adams Pond. Planned mixed development areas west of Octagon Pond, in the Community Centre Area and Picco Ridge development area.
Residential Watershed	To accommodate limited new serviced residential development in the Broad Cove River Watershed.	Existing residential areas located within the Old Broad Cove River Water supply watershed.
Rural Residential	To provide opportunities for low-density, rural residential development where piped services are not planned.	Topsail Pond/Three Island Pond, Topsail Bluff.

Rural Residential Conservation	Intended for residential developments consistent with principles of conservation design to preserve open spaces, natural and scenic features.	West of Mercers Pond and southwest of Three Island Pond.
Residential Subdivision Area	Identify areas for future planned residential development.	Applied to undeveloped areas designated for future residential subdivision development.
Planned Mixed Development – Residential	To provide for creation of mixed-use residential neighbourhoods with a variety of building forms, public spaces and commercial services.	Lands west of Octagon Pond, future development identified in the Picco Ridge Concept Development Plan.
Residential Mixed	To recognize areas along Topsail and Paradise Roads where there is a mix of residential and commercial uses.	Areas along Topsail and Paradise Roads.
Residential Mini Home	To recognize the existing mobile home parks in Paradise.	Elizabeth Park mobile home park

8.3.2 Rezoning Residential Land Use Designation

Policy

1. Lands within the Residential land use designation may be considered for rezoning from one residential use zone to another where a proposed development:
 - (a) Is consistent with the policies of this Plan; and
 - (b) Contributes positively to the streetscape in terms of landscaping, building design and placement.

8.3.3 Broad Cove River Watershed

Policy

1. Older residential streets that have developed within the City of St. John's Broad Cove River water supply watershed shall be zoned to permit limited development, and managed in accordance with the Broad Cove River Protected Watershed Agreement between the Town of Paradise and the City of St. John's.

8.3.4 Residential Subdivision Area Zone

Areas off St. Thomas Line in the northern end of the Town are identified in the Development Regulations for Residential Subdivision Development.

Policy

Development of lands zoned for Residential Subdivision shall be subject to the following conditions:

1. Plans for development shall be comprehensive including proposals for street connections, open space and housing forms, consistent with the policies in this Plan; and
2. Development proposals will be subject to a rezoning to an appropriate residential zone or zones to accommodate the proposed form of development.

8.3.5 Rural Residential Conservation Design Development

Lands located to the west of Mercers Pond and southwest of Three Island Pond are intended for rural residential development that is comprehensively designed to maximize open space, preserve the natural features and topography.

Policies

1. Development in areas zoned Rural Residential Conservation shall demonstrate and incorporate the principles of Conservation Design by:
 - (a) Identifying and retaining a significant proportion of the natural features and forest cover within the development;
 - (b) Minimizing the length of streets required to access building sites;
 - (c) Integrating building sites into the landscape without significant alteration of topography.
2. A groundwater assessment shall be required, prepared in accordance with the provincial Groundwater Supply Assessment and Reporting Guidelines for Subdivisions Serviced by Individual Private Wells that demonstrates that there is a sustainable and adequate quality and quantity of groundwater to support the development.

8.3.6 Non-Residential Uses

Policies

1. Within the Residential land use designation, neighbourhood commercial uses such as convenience stores, small grocery stores, public, restaurants, personal service, retail stores and offices may be considered where:
 - (a) The site is located at or near an intersection along an existing or planned collector street;

- (b) The development is designed to blend in with the surrounding neighbourhood by providing good pedestrian connections, landscaping, screening and placement of parking;
 - (c) The site is re-zoned to a Commercial Neighbourhood use zone without amendment to this Plan.
- 2. Daycare centres and small offices may be considered without rezoning, where:
 - (a) The use is to be located in an existing building;
 - (b) The use to be located in a new building can be shown to fit within the neighbourhood context.
- 3. Other uses, such as education, small personal, professional and medical service uses, places of worship, convenience stores located on the ground floor of multi-unit residential buildings, general services, boarding homes and greenhouse uses may be considered in the residential land use district as a discretionary use in accordance with residential zones set out in the Development Regulations.
- 4. Residential Mixed zones may accommodate a range of non-residential uses as set out in the Development Regulations.

8.4 Encouraging Mixed-Use Development

Within the Town there are several areas that are being developed, proposed for development, or represent opportunities for redevelopment, as creatively designed, mixed-use residential and commercial neighbourhoods. These include the area west and southwest of Octagon Pond, and lands at the northwest corner of Karwood Drive and Kenmount Road.

8.4.1 Planned Mixed Development Zones

Policies

- 1. To enable flexibility and creativity in urban design consistent with the policies of the Plan, Council will establish in the Development Regulations, Planned Mixed-Use Development Zones to accommodate a variety of building forms for housing, office, retail, restaurant and service uses as well as public spaces, that contribute to complete communities and neighbourhoods.
- 2. Planned Mixed-Use Zones shall be applied in the Residential land use designation to the emerging residential neighbourhood southwest of Octagon Pond. Within this zone, development will be done in accordance with an approved development plan, and consist of a mix of lot sizes, housing forms and tenures. Designs will incorporate space for public and institutional uses where required, and include planned

neighbourhood commercial space. Design shall emphasize walkability, connectivity and high quality public spaces.

3. Planned Mixed-Use Development Zones shall also be applied in the Community Centre land use designation to an area along the north side of Kenmount Road to the intersection with Karwood Drive. Within this area, high density forms of housing such as townhouses and apartment buildings are expected, as well as commercial, retail, service, institutional and office uses as stand-alone or mixed-use, multi-storey buildings. In multi-storey, mixed-use buildings, commercial, retail and services shall be located at the ground floor level. The sites shall be designed with a priority on walkability with well-designed and integrated public spaces, and connectivity to surrounding neighbourhoods. Development will be permitted in accordance with an approved development plan.
4. Approved plans for development within Planned Mixed-Use Development zones may be revised, subject to Council approval, without amendment to the Development Regulations, provided that the proposed change remains consistent with the design requirements of the zone and in a manner that retains a mix of uses within the zone.

8.5 Community Centre

Consistent with Section 3.4 of this Plan the area designated Community Centre on the Future Land Use Map will continue to evolve as the focus of civic, recreational, residential and commercial use in the community.

Policy

Through the Development Regulations, the following land use zones shall be applied to specific sites and areas within the Community Centre land use designation:

Land Use Zone	Purpose	Application
Planned Mixed Development (Commercial)	To provide opportunities for creative urban designs for commercial mixed development.	Corner of Karwood Drive and Kenmount Road.

Land Use Zone	Purpose	Application
Commercial General	To facilitate the development of commercial and retail services.	Existing commercial sites and locations along Kenmount Road, Karwood and McNamara Drives. Industrial site, corner of Topsail Road and McNamara Drive.
Residential (Medium and High Density) Zones	To encourage a variety of housing forms at densities that will support sustainable commercial retail development.	Existing and proposed residential developments.
Public Use	To recognize existing public use sites.	Town Hall and School sites.
Open Space Recreation and Conservation Zones	To ensure adequate parks, open spaces, recreation facilities as amenities in the Community Centre. To ensure protection of ponds, streams and hilltops.	Existing parks and recreation facilities, trails, hilltop, conservation and separation buffers.
Commercial/ Light Industrial	To recognize existing commercial uses.	1655 Topsail Road

8.5.1 Commercial Retail Developments

Policies

1. Lands zoned for planned mixed development within the Community Centre designation shall be designed in accordance with Section 8.4.1 (3) of this Plan and are intended to accommodate multi-storey buildings that may contain a single use, or mixed-use that includes ground floor commercial uses. Mixed-use buildings can include office and residential use above ground floor commercial space.
2. Within planned mixed-use developments, buildings and uses that relate to cultural and civic, general assembly, medical and professional services, markets, restaurants and hotels will also be encouraged.
3. Development shall be designed to include public open space with attention to walkability and integration with surrounding land use.

8.5.2 Rezoning Lands within the Community Centre Designation

Policy

1. Lands within the Community Centre land use designation may be rezoned subject to the following conditions:
 - (a) Consideration is subject to and consistent with Policy 10.5 of this Plan;
 - (b) The proposed zoning is limited to those zones that apply in the Community Centre land use designation; and
 - (c) The proposed use is consistent with the policies of this Plan and the standards set out in the Development Regulations.

8.6 Commercial

The Commercial land use designation applies to existing areas of commercial development within the Town. These range from small-scale commercial sites serving residential neighbourhoods, to older areas of commercial/light industrial uses along Topsail and Kenmount Roads. It also includes lands around a proposed extension of Kenmount Road.

Policies

1. The Commercial land use designation will accommodate a wide range of commercial uses, including assembly, business and personal service, retail divisions, as well as multi-unit residential, hotels and general and light industrial uses.
2. The Town will accommodate these uses by establishing land use zones to recognize and accommodate neighbourhood serving commercial enterprises, offices, accommodations, and business that cater to highway travellers. Other commercial zones will be established to recognize and accommodate a mix of commercial, office and light industrial uses and other related and complementary uses that fit into a commercial context with appropriate permitted and discretionary uses set out in the Development Regulations.
3. Through the Development Regulations, the following land use zones shall be established and applied to specific sites and areas within the Commercial land use designation:

Land Use Zone	Purpose	Application
Commercial General	To recognize existing commercial sites.	Existing commercial sites along Kenmount Road, small existing sites along Topsail Road and an extension of Kenmount Road.

Land Use Zone	Purpose	Application
Commercial Neighbourhood	To identify sites for commercial services close to residential neighbourhoods that cater to local needs.	Existing small commercial sites and uses along Topsail Road and St. Thomas Line and at locations along the proposed street reservations in the Adams Pond development areas.
Commercial/Light Industrial	To provide lands for a mix of commercial and light industrial buildings and uses.	Lands in the southwestern area of the Paradise Industrial Park, existing sites along Topsail Road.
Commercial Main Street	To identify sections along Topsail Road where there is a concentration of commercial, light industrial, office, retail and service uses as a focus for main street improvement and redevelopment.	Lands along Topsail Road from the eastern boundary west to McNamara Drive.

8.6.1 Residential Use in Commercial Zones

Policy

1. Multi-unit residential use will be appropriate in commercial and main street zones where it is located above a ground level commercial use. Residential uses may also be considered in the form of stand-alone, multi-unit residential buildings as part of a proposed mixed-use residential/commercial development. Multi-unit residential developments shall provide amenity space and landscaping as part of the overall site design.

8.6.2 Neighbourhood Retail

Within the Town there are a number of existing commercial sites located near residential areas along Topsail and Paradise Roads and St. Thomas Line. There are also a few sites that are currently older commercial/industrial sites that have potential to be converted to neighbourhood commercial uses. With so few sites available, it is important that these sites be retained for commercial purposes, and that new commercial sites be provided in new areas of residential development.

Policy

1. It shall be the policy of Council to ensure that there are sufficient commercial sites available that serve residential areas by:
 - (a) Encouraging the conversion and redevelopment of existing, older industrial or commercial sites to commercial neighbourhood uses.
 - (b) Require Commercial Neighbourhood sites to be included in comprehensive development plans for new residential growth areas.

8.7 Industrial

Towns require lands for industries such as manufacturing and the storage, handling and transportation of the goods produced. The Industrial land use designation applies to lands in the St. Anne's Industrial Park and the area along McNamara Drive and Kenmount Road Extension and south of Bremigens Pond.

Policies

1. Lands designated Industrial are intended to accommodate industrial uses, including light and general industry.
2. Council shall establish in the Development Regulations an Industrial General Land Use Zone to accommodate general and light industry, service station and transportation uses. A range of non-industrial uses considered acceptable to areas zoned for industrial use may also be considered as set out in the Development Regulations.
3. Industrial sites shall be developed in accordance with standards set out in the Development Regulations and landscaped in accordance with the Town's Landscaping Guidelines.

8.8 Public

The Public land use designation is applied to lands used for public schools, municipal offices and facilities such as municipal depots and fire stations. It is also applied to places of worship.

Policies

1. Within the Public land use designation, the predominant use of land shall continue to be for community-oriented facilities such as schools, places of worship, government offices and other municipal buildings.
2. Council shall establish a Public Land Use Zone in the Development Regulations that will accommodate the need for institutional lands for municipal buildings and facilities, places of worship, schools, non-profit residences, assisted living and their accessory uses.
3. Uses that are associated with public uses such as recreational facilities, their accessory uses and cemeteries may be permitted.

8.9 Open Space

Lands designated Open Space on the Future Land Use Map serve several functions. They include lands set aside for recreation – parks, playing fields, recreation facilities – and lands that provide conservation buffers around ponds, streams, wetlands, coastlines and hazard areas. Other open space lands provide a natural buffer along trails such as the T’Railway, or an area of natural vegetation to separate conflicting land uses and reduce land use conflicts.

Policy

1. Three land use zones shall be established in the Development Regulations within the Open Space land use designation:

Land Use Zone	Purpose	Application
Open Space Recreation	To identify lands for parks and recreation.	Existing parks, playing fields and natural areas set aside for future park areas.
Open Space Buffer	To separate conflicting land uses and provide natural buffers for amenity value along the T’Railway.	Along T’Railway, around City Sand and Gravel Quarry, and along the Outer Ring Road Arterial.
Conservation	To provide a natural buffer around streams, ponds, wetlands and areas of known hazard.	Along major streams and wetlands, along all pond shorelines, Topsail Bluff and the coastline of Conception Bay.

8.9.1 Open Space Recreation

Policy

1. The predominant use of land within areas designated Open Space Recreation shall be for community recreation uses. These include a variety of parks, trails, sport, recreation facilities and buildings, and their accessory uses.

8.9.2 Open Space Buffer

Policies

1. The intent of the Open Space Buffer designation shall be to provide a space separation between existing and future residential areas and incompatible land uses such as industrial areas and mineral working areas, which have a high probability of conflict.

2. Existing uses within lands set aside as an Open Space Buffer may continue but shall not be expanded. Buffer areas may be used for passive recreation uses, such as walking trails but generally, it is intended that natural vegetation be retained.
3. It shall be the policy of Council to continue to zone lands around the City Sand and Gravel quarry as an open space buffer area until such time as quarrying activity ceases. Within this area, land may be used for non-building uses such as storage yards or parking lots associated with commercial uses along Topsail Road, the standards for which will be set out in the Development Regulations.

8.9.3 Conservation

Policies

1. It shall be a policy of Council to retain a minimum conservation buffer of 30 meters along the shoreline of ponds, 30 metres along the shoreline of Octagon Pond as shown on the Future Land Use Map, and 15 metres from the highwater mark of streams and edges of wetlands in the community. Small boat docks, wharves, or a boathouse may be considered where it will not prevent any public access to the shoreline.
2. Development in other land use designations that requires the crossing of waterbodies through lands that are zoned for Conservation may be permitted provided that measures are taken to:
 - (a) Protect the water body from pollution during construction;
 - (b) Replace any fish habitat that may be removed as a result of construction;
 - (c) Provide for and facilitate the passage of fish through the use of appropriately designed infrastructure; and
 - (d) Ensure that sites of disturbance are rehabilitated with appropriate landscaping.

8.9.4 Development Around Topsail Pond

The Plan recognizes existing residential development within the Conservation Zone around Topsail Pond. It is Council's intent that development in this area remain limited to protect the quality of water in Topsail Pond. However, the Town recognizes that there is potential for re-development of residential properties in this area that will contribute to environmental improvements by replacing old septic systems and increasing building setbacks from the shoreline.

Policy

1. It shall be a policy of this Plan that existing dwellings on rural residential lots zoned Conservation around Topsail Pond may be renovated or replaced where the dwelling can be placed so as to facilitate the relocation and replacement of an on-site septic system to a preferred location on the lot.

8.10 Rural

Lands designated Rural typically include forested areas located away from or at the edges of urban development, and may include resource lands, utility and transportation corridors. As the Town has grown, rural lands have been converted to urban development, or are now designated for future urban development. The Plan designates the City Sand and Gravel Quarry, the major arterial highway corridors of the Outer Ring Road, the Trans Canada Highway and Kenmount Road, and two small areas adjacent to the Manuels Access Road, as Rural on the Future Land Use Map. Two land use zones shall be established in the Development Regulations within the Rural land use designation:

Land Use Zone	Purpose	Application
Rural	To identify and retain lands not required for urban use and development. To control access to major arterial road ROWs and highway interchanges.	Outer Ring/Trans Canada Highway, Kenmount Road including interchanges. Lands along the Manuels Access Road at Three Island Pond and westbound access ramp from the Trans Canada Highway.
Quarry	To identify existing quarry operations.	City Sand and Gravel quarry.

8.10.1 Rural Lands

Policies

1. The Rural Land Use zone shall accommodate agriculture, forestry, activities involving exploration for minerals, and recreation uses such as parks and trails. General and Light Industrial uses are permitted where they are accessory to a permitted use. Small gravel pits may also be considered in this land use designation.
2. Lands within the right-of-way and exit ramps of the limited access Outer Ring Road/Trans Canada Highway and Kenmount Roads are intended for only those uses associated with the functioning of these highways.

8.10.2 City Sand and Gravel Quarry

The City Sand and Gravel quarry has an estimated remaining lifespan of ten years. The following policies shall apply to the continued operation of the pit and its future redevelopment:

Policies

1. The Town shall recognize the City Sand and Gravel quarry and its associated industrial uses by establishing a Quarry zone in the Development Regulations around the quarry operation and the mineral resource that is expected to be extracted over the next ten-year period.
2. Aggregate extraction shall be managed to ensure the safety of surrounding residential neighbourhoods and in accordance with standards set out in the Development Regulations.
3. When extraction of aggregate material is complete, it is Council's intention that the land be rehabilitated for future commercial, industrial or mixed-use development, subject to submission of a comprehensive development plan that takes into account surrounding existing and planned future land use, and rezoning of the lands in question.

8.11 Areas for Comprehensive Development Area

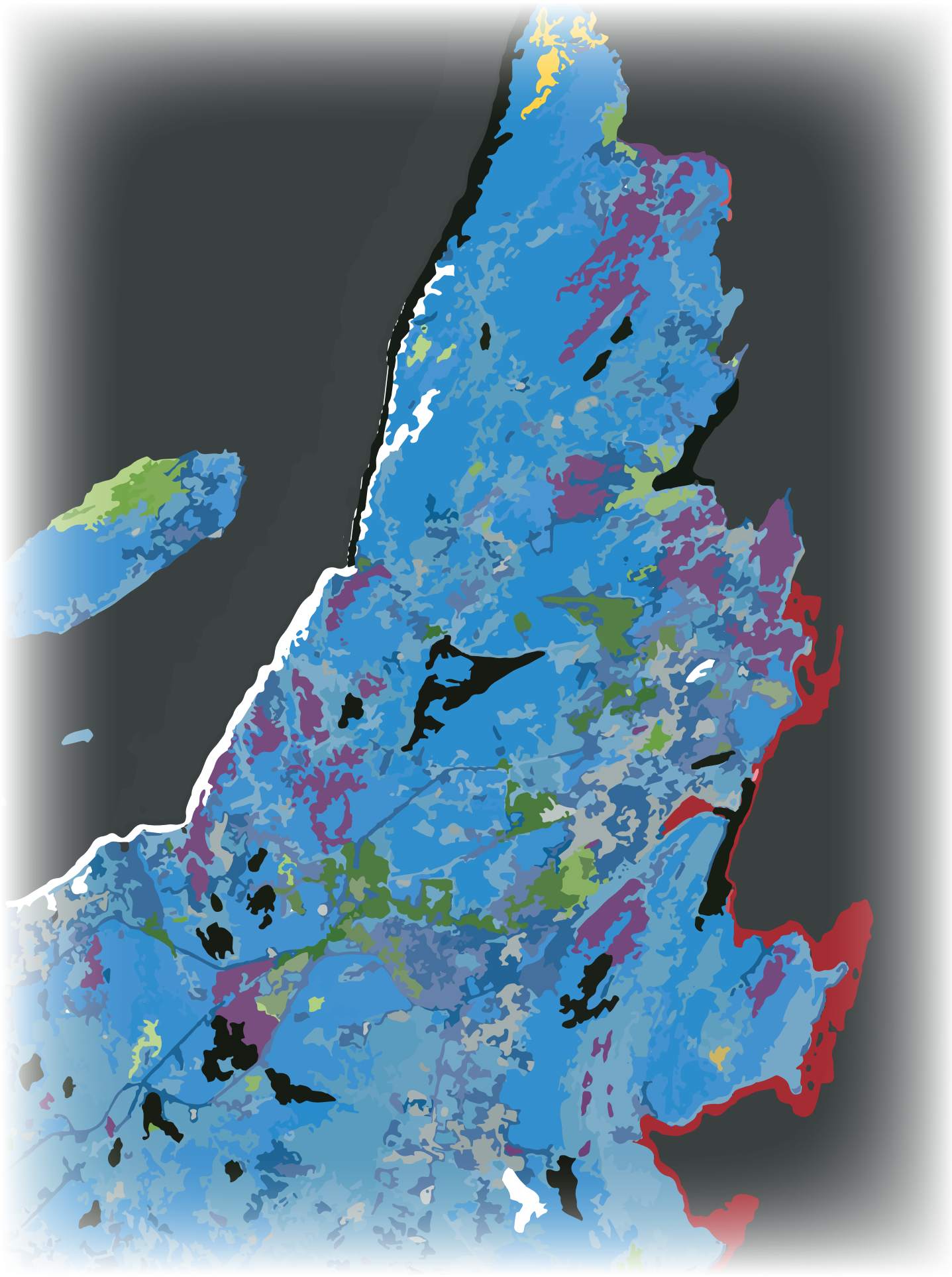
Three areas are identified as Comprehensive Development Areas. These include the area known as Picco Ridge, the area surrounding a future extension to Kenmount Road, and backland areas east of St. Thomas Line.

Policies

Areas designated for Comprehensive Development shall be developed in accordance with approved plans and subject to appropriate rezoning of lands in accordance with the approved plans as follows:

1. **Picco Ridge** – This area is intended for future residential expansion of Paradise. Development shall be in accordance with a comprehensive development plan prepared and approved as part of this Plan and included in Appendix C. As some of this area lies above the 180m contour elevation, development will be subject to the provision of adequate infrastructure within the development area to ensure adequate water pressures and stormwater management. Development of this area is also contingent on adequate capacity in street, sanitary and stormwater systems, to accommodate development.

- 2. Kenmount Road Extension Area-** The area around the proposed extension of Kenmount Road, a new access to the Manuels Bypass Road and connections with the Fairview Development planned mixed development area to the north, requires the preparation of a comprehensive plan for development that incorporates the road alignments as they are finalized and appropriate land use zones. The intended uses in this area include commercial, light, and general industrial uses as an extension of the Paradise Industrial Park, retail commercial and office uses, and higher density residential uses. A Comprehensive Development Plan will be approved by amendment to this Plan, and the Development Regulations.
- 3. East of St. Thomas Line-** Backlands to the east of St. Thomas Line and the Town boundary are designated for future urban development. Development in this area shall require amendment to this Plan, and be in accordance with a Comprehensive Development Plan to be prepared for the entire area, consistent with the policies of this Plan and demonstration that there is adequate capacity in the street, sanitary and stormwater systems to accommodate development. Development of this area will also require consultation with the Town of Portugal Cove-St. Philip's for any concerns about development along the joint municipal boundary, All costs for preparation of the CDA Plan shall be borne by the developer(s) and shall demonstrate principles of community design set out in this Plan.





9: CONNECTING WITH OUR REGION

GOAL

1. Contribute to a liveable, sustainable Northeast Avalon Region.

Strategic Objectives

- Achieve an integrated and effective regional transportation system through an integrated approach to land use planning.
- Support regional planning initiatives for the protection of the environment.
- Participate in regional initiatives for sustainable economic growth.
- Support investment in regional infrastructure and service provision to benefit residents of Paradise.



9.1 Regional Co-operation

Policy

It shall be a policy of Council to participate, and plan cooperatively through inter-municipal planning processes, and with other orders of government and partners, to achieve:

1. Compatibility of land use and future growth patterns in border areas.
2. Protection of the environment.
3. An integrated network of major regional (active) transportation corridors.
4. An affordable housing mandate.
5. Coordination of major regional water and sewer infrastructure.

9.1.1 Regional Planning

Policy

1. It shall be a policy of Council to:
 - (a) Work with other municipalities to develop a consistent approach for the protection of natural features and areas in the Northeast Avalon in the form of a regional greenway system;
 - (b) Continue to work with other municipalities to develop a consistent approach for stormwater management;
 - (c) Cooperate with the Region's municipalities to attract economic activity to the Region;



- (d) Promote cost effective, environmentally sustainable approaches to infrastructure development through coordinated intermunicipal and regional land use planning;
- (e) Cooperate with our intermunicipal and regional planning partners in a coordinated approach to accommodating growth in order to provide essential infrastructure and shared services in the Northeast Avalon Region.

9.1.2 Regional Transportation

Policy

1. Work with other regional municipalities and the Province to prepare a Regional Transportation Plan that will:
 - (a) Identify regional traffic patterns;
 - (b) Include a regional traffic model for use in evaluating the impact of proposed developments on regional transportation and Town street networks;
 - (c) Evaluate the potential for increasing modal share of transit, cycling and other means of transportation within the Northeast Avalon as a means of reducing the reliance on the automobile as the primary mode of travel.





9.1.3 Regional Trail Systems

Policy

1. It shall be a policy of Council to:
 - (a) Work with the East Coast Trail Association and municipal partners to support the development and maintenance of the East Coast Trail as a world class hiking trail;
 - (b) Continue partnerships with regional municipalities and the Grand Concourse Authority to expand the network of trails within the Town that can be linked to and included in the regional Trail network;
 - (c) Work with regional partners, the T'Railway Council and Grand Concourse to ensure the T'Railway continues to be enjoyed as a part of the regional trail system.

9.1.4 Regional Waste Management

Policy

1. The Town will contribute to reducing waste in the region by implementing waste reduction initiatives and programs at the local level such as the recycling program, and water conservation measures.

9.2 Intermunicipal Planning

Policy

It shall be a policy of Council to:

1. Work with Cities of Mount Pearl and St. John's, and other partners to continue to monitor and improve water quality and fish habitat of the Waterford River, its headlands and tributaries.
2. Work with the City of St. John's to manage development within the Town boundaries that are within the Old Broad Cove River Watershed Area and in accordance with the Watershed Protection Agreement that is in place.
3. Work with the Town of Conception Bay South to control and manage stormwater flows to the Topsail River.
4. Engage the Town of Portugal Cove-St. Phillips in discussions of land use and development that are of mutual interest, particularly along the common boundary.







10: IMPLEMENTATION

GOAL

1. Implement the Municipal Plan over the planning period in a fair, open, efficient, financially and environmentally responsible manner.

Strategic Objectives

- Ensure a clear and efficient approach to the development review, approval, and appeal processes;
- Develop an effective framework to engage citizens in planning processes;
- Adopt Development Regulations as a tool for implementation;
- Implement a Capital Works program to support Plan implementation;
- Conduct research to inform decision-making in Plan implementation.

10.1 Municipal Plan Review

Council will undertake a review of the Municipal Plan at least every five years in accordance with the requirements of Section 28 of the *Urban and Rural Planning Act, 2000*.

10.2 Municipal Plan Amendments

Council may consider amendments to the Municipal Plan when:

1. There is an apparent need to change policy due to changing circumstances;
2. Studies have been undertaken which contain recommendations or policies which should be incorporated into the Municipal Plan;
3. A Provincial Land Use Policy has been released that requires a change in policy by the Town; or
4. There is a development proposal which provides sufficient information and rationale to support a change in the Municipal Plan.

5. Proposed changes are consistent with the strategy for growth of the Town, as established in the goals, objectives and policies of the Municipal Plan.

10.3 Public Engagement and Consultation

The Town is committed to engaging citizens in planning and decision-making processes at the Town, neighbourhood and site planning level. Through the Town's Communications staff, tools and processes will be implemented to inform citizens and facilitate and encourage their input into planning processes.

10.4 Development Regulations

Development Regulations are one of the main vehicles through which Plans are implemented. The Town will review, revise and adopt Development Regulations pursuant to Section 35 of the *Urban and Rural Planning Act, 2000*.

10.5 Considerations for Rezonings

This Plan provides flexibility for change within the framework for growth and development in the Town by enabling, under certain circumstances, amendments to the Development Regulations without amendment to the Municipal Plan. In considering requests for rezoning, Council shall consider all appropriate policies set out in this Plan and have regard for the following:

1. The adequacy of municipal water and sewer services, or where on-site services are proposed, the adequacy of the physical site conditions to accommodate it;
2. The adequacy and proximity of schools, recreation and community facilities;
3. The adequacy of the road network in, adjacent to, or leading to the development;
4. The fiscal impact of the development on the Town;
5. The potential for the contamination or sedimentation of watercourses or for erosion;
6. Environmental impacts such as air, water and soil pollution and noise impacts;
7. Previous uses of the site which may have caused soil or groundwater contamination;
8. Suitability of the site in terms of topography, geology, location of watercourses and wetlands;
9. Compatibility of the development in terms of height, scale, lot coverage and bulk with adjacent properties;
10. Whether the proposed use will alter the intended mix of land uses in the area or neighbourhood;
11. Whether the proposal is in conformance with the intent of this Plan, any applicable Plan or policy in place, and with the requirements of other Town by-laws and regulations.

Lands shall not be considered for rezoning unless they are in locations that can be considered a logical extension to existing comprehensively developed areas.

10.6 Land Use Report

The Land Use Assessment Report (LUAR) is a tool that can be used to assist in the review of proposals for a development or proposed use that cannot be adequately evaluated by Town staff. An LUR is a report prepared by suitably qualified person(s) to assess the impacts a use or development may have on the urban environment and/or surrounding lands or neighbourhood. The Town may require an LUR to be prepared to determine the significance of the impacts and include recommendations on measures to control and mitigate them.

The following policies apply to the requirements for an LUAR:

1. Where determined by Council, Land Use Assessment Report(s) may be required as part of the development application review process.
2. Council shall prepare and approve a Terms of Reference setting out the matters that would require assessment in an LUR.
3. The LUAR and any supporting studies shall be prepared at the expense of the applicant. Notwithstanding this requirement, Council may deem that a Staff Report constitutes a Land Use Report where the scale or circumstances of a proposed change or development proposal do not merit extensive analysis.
4. The Town shall provide adequate time for a public review of a LUAR prior to its consideration for approval.

10.7 Administrative Processes

Effective Plan administration requires development review and approval processes that are straightforward, consistent, transparent and efficient. Over the planning period, Council will work to improve administrative processes to ensure the Plan and Regulations are administered effectively and in accordance with the policies of the Municipal Plan.

10.8 Development Appeals

Any person may appeal any decision of Council or authorized officer of Council made under the Town of Paradise Municipal Plan and Development Regulations in accordance with Section 42 of the *Urban and Rural Planning Act, 2000*.

APPENDIX A: BACKGROUND REPORT

APPENDIX B: FUTURE LAND USE MAP

APPENDIX C: PICCO RIDGE CONCEPT DEVELOPMENT PLAN



Paradise Municipal Plan Review

Background Report

Date:
January 29th, 2015

Project #:
143045.00

Prepared for:
Town of Paradise

Prepared by:
CBCL Limited



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1. Introduction

This report provides the context for a review of the Paradise Municipal Plan, describing key historical, socio-economic, land use, and environmental characteristics of the Town. It highlights the challenges and opportunities that can be addressed in a new Municipal Plan that will guide decisions about land use and development in the community over the next decade.

1.1 Historical Context

People have lived in Paradise since the late 1800's when the area was settled for farming and logging. Governor Thomas Cochrane believed that a road between St. John's and Topsail would enable residents from Conception Bay to take their produce to sell in St. John's. A makeshift road, now Topsail Road, officially opened in 1836 but poor soils and climate prevented the development of farmland in the area, and no one settled along the road until the 1890s.

In the early 1880's, a railway passed through Paradise with a station stop, known as Irvine, near Octagon Pond. People of Horse Cove made a rough path (now St. Thomas Line) to provide an overland route to Topsail and Irvine. In 1902, the government allotted funds to improve this road to allow the use of horse and cart. Some believe that "Professor" Charles H. Danielle was the first resident of Paradise. Danielle built Octagon Castle, a desired destination for guests from St. John's, on Topsail Road in 1895.

The early settlers in the area that is now the Town of Paradise supported themselves in a variety of ways, mainly through the sale of firewood to residents of St. John's, cutting rinds for fish flakes, as coopers, as seal hunters, miners on Bell Island, or working with the railway.

Paradise first appeared in the Census of 1911 with a population of 96. Since the post-war period, the community has evolved from a recreational destination to a rapidly growing suburban community. Incorporated as a municipality in 1971, the Town was also amalgamated with the Town of St. Thomas as well as other developed areas including Three Island Pond, Topsail Pond, Elizabeth Park, and Evergreen Village following dissolution of the St. John's Metropolitan Board in 1992.



Early settlers at Paradise; Mr. and Mrs. David Lynch, formerly of Bishops Cove, Conception Bay.
Source: The Encyclopedia of Newfoundland and Labrador

Paradise is distinct in the region as a relatively new community that did not evolve around resource based industries such as fishing and agriculture. Due to growth in the industrial areas of the Town, Paradise has shifted from a community that primarily functioned as a bedroom community for residents who are employed in the major employment centres of the St. John's Urban Region, to a community with decreasing dependence on the outside economy.

1.2 Paradise in the Regional Context

Paradise is one of fifteen communities in the St. John's Urban Region. The 1976 Regional Plan identified Paradise as a "local centre" which would grow within the limits of its municipal servicing, finance and road capacity, remaining low-density with local commercial and small-scale industrial land use. The Regional Plan envisioned a development axis from St. John's through Mount Pearl to Conception Bay South with the then proposed Harbour Arterial Road, the Manuals Connector and the Conception Bay South By-Pass Road facilitating this growth direction. However, the Regional Plan failed to recognize the impact that this would have on the Town of Paradise, where little growth was originally anticipated.

Regional servicing, the build out of the regional arterial road network and the Outer Ring Road in particular, facilitated growth in Paradise.

The original Regional Plan also set aside a significant area of land in Paradise for future regional industrial development. Today, the development of these lands make a significant contribution to the long-term sustainability of the Town, providing a healthy commercial tax base and local employment.

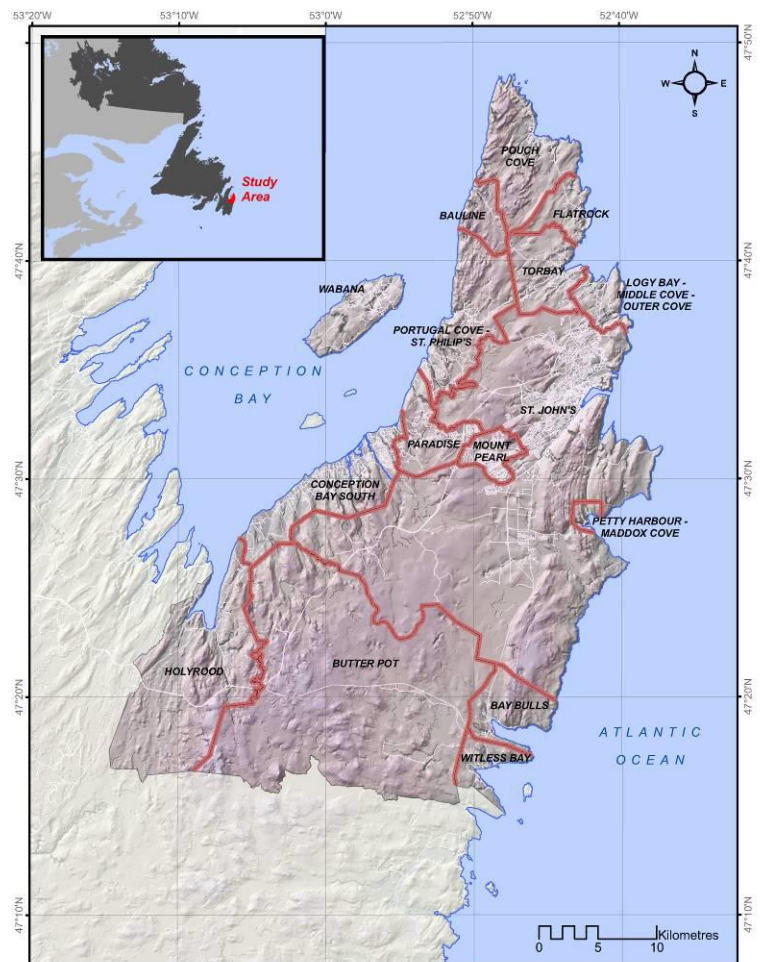


Figure 1. Northeast Avalon Region.

2. Population

2.1 Demographics

Population growth in the community (Figure 2) has been continuous since 1981, increasing over 400% between 1981 and 2011. The most recent census data shows the population of Paradise to be 17,695, an increase of 5,111 over the 5-year census period since 2006. The Town estimates that the population in 2014 is approximately 19,500. An analysis of population projections for the Northeast Avalon Region by the Newfoundland Statistics Agency in 2009 showed that population of Paradise could increase to about 20,000 by 2031. Considering the 2009 projection of 20,000 persons by the year 2031 and the Town's current population of 19,500, it is clear that the Town is experiencing a higher population growth than indicated by earlier trends.

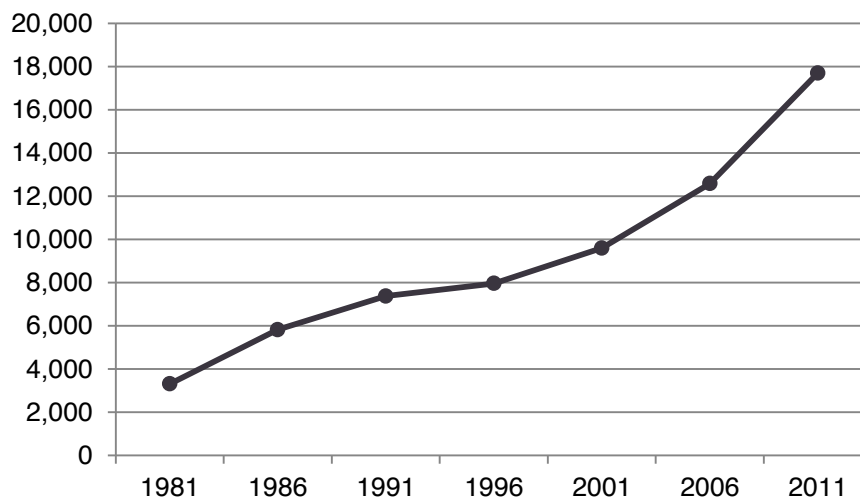


Figure 2. Population Growth - Paradise (1981 to 2011)

Figure 3 shows the density of the population in the Town. While the map is based on data from 2011, it does indicate that the densest areas are in the Elizabeth Park area, including both the older portions developed in the 1980s and more recent residential subdivisions. Other areas include the area around Adams Pond that has been under continuous development for the past twenty years.

The 2011 Census indicates that the total number of households in the Town is 6,500. At the same time, the average number of persons per household has been declining – from 3.3 in 1991 to 2.7 in 2011. Data also show that there are between 550 and 600 lone parent family households in the community.

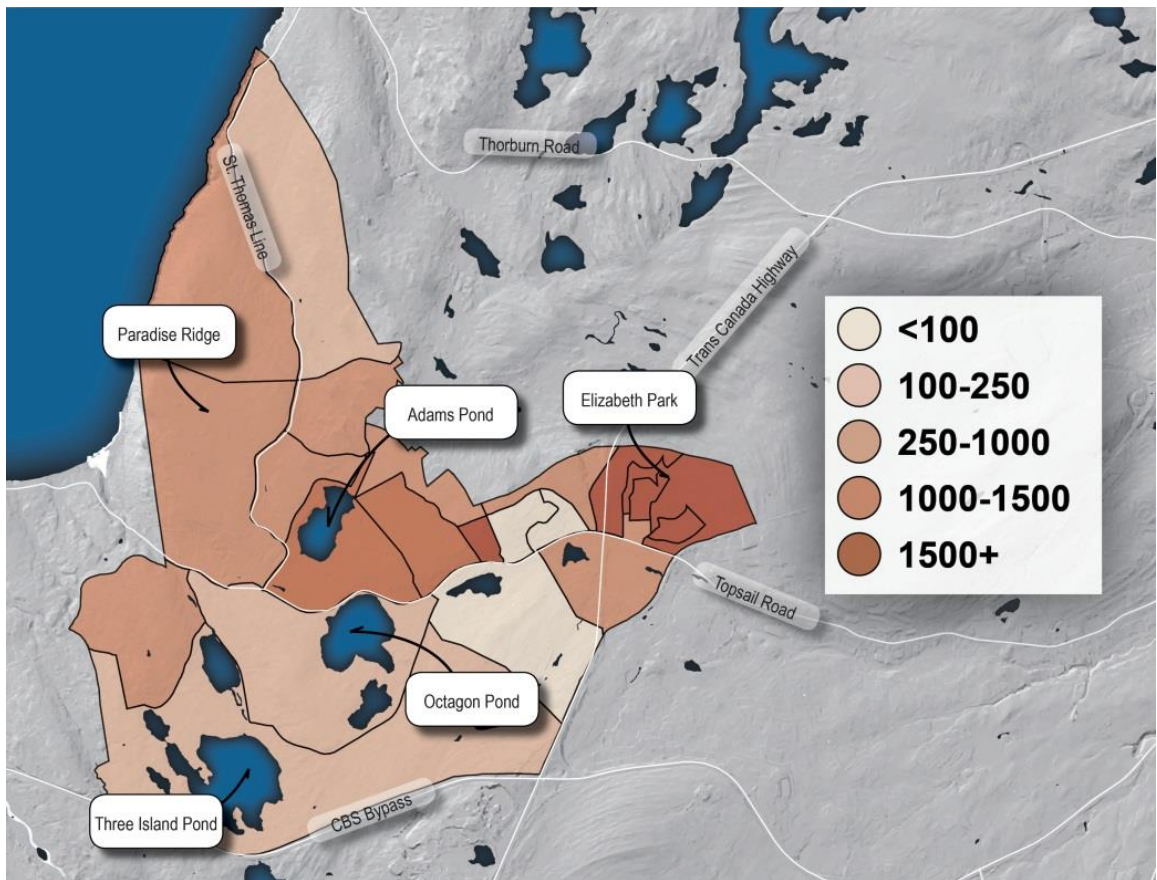


Figure 3. Paradise Population Density (per square km) (2011)

The Town has continued to attract and retain new families during periods where many communities in Newfoundland and Labrador have experienced population decline, particularly of young people and families through out-migration. A robust provincial and regional economy, the completion of the Outer Ring Road, and the availability of serviced land have all contributed to the growth of the community and to the continued demand for residential development.

The population pyramid for Paradise (Figure 4) is unlike that of the province as a whole (Figure 5), and most other communities in that the younger age cohorts make up a healthier proportion of the total population than those typical of an aging population.

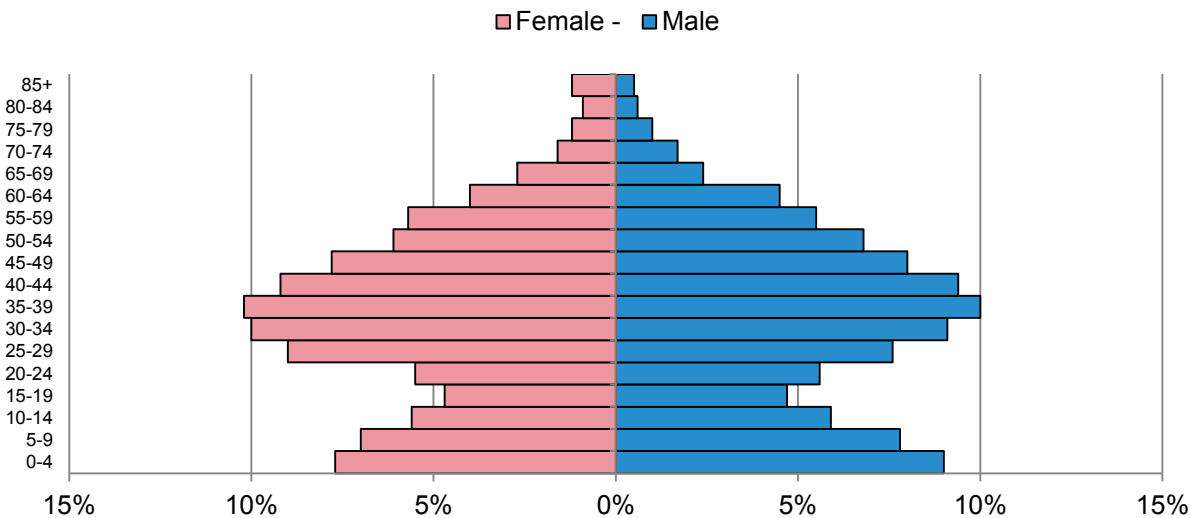


Figure 4. Population by Age and Gender - Paradise (2011)

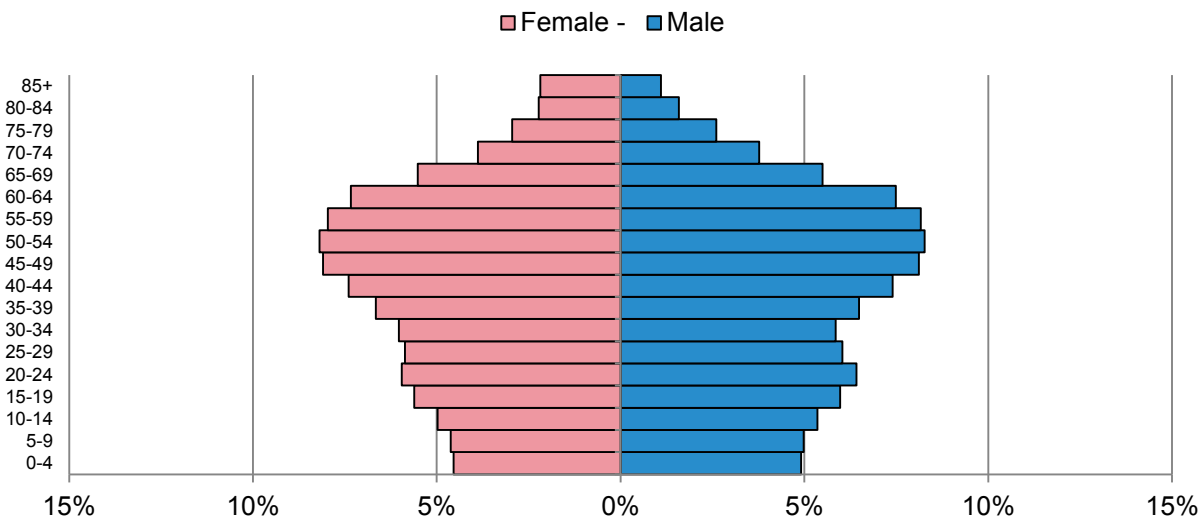


Figure 5. Population by Age and Gender - Newfoundland and Labrador (2011)

The largest proportion of the population is of working age – between 25 and 55, compared with the provincial population in which the largest bulge in the pyramid is made up of people approaching the typical age for retirement or over with a smaller proportion of young people at the bottom. Paradise, on the other hand, is experiencing an increase in the number of children. Between 2011 and 2012, the number of births in Paradise increased 8% and the birth rate is almost double that of the province as a whole – 16.1 per 1,000 population compared to 8.6 per 1,000 for the province.

The number of children in Paradise has resulted in demands for schools, recreation, and other facilities to meet the needs of the growing number of young families.

At the other end of the age pyramid, are those people who have entered or are about to enter their retirement years. At present, 17% of the population of the community are age 55 or older. As these people age, their need for health services, recreation facilities and programs, housing and accessibility changes.

Better health care and more awareness of the importance of physical activity among the elderly, mean that they are living longer. In Paradise, the median age of death between 2004 and 2011 was 74. Women are living longer, on average to age 79, compared to 70 for men. This particular segment of the population – elderly women living in single person households - have additional needs, not only for affordable housing, personal safety, and security, but also for opportunities for social interaction and inclusion in the community.

Communities that want to encourage aging-in place need to consider how to meet the needs of their elderly population.

In the middle of the pyramid are the people of working age. Overall, the median age in Paradise is 35.2, eleven years younger than the provincial median age of 44.0. For this segment of the population who are typically busy balancing work and raising a family, the proximity of schools, recreation facilities, shopping and other services, as well as proximity to employment opportunities is important.

2.2 Labour and Incomes

As in many other communities, most of the working population of Paradise is employed in the sales and service industry but there is a large proportion who work in the trades, transport, and equipment operations industry.

Compared to the rest of the province, residents of Paradise have an annual personal income per capita of \$36,600 - \$7,700 greater than the provincial average. For couples, the average income is \$113,000 – over \$27,000 more than that of the province. The community has a very low unemployment rate (only 4.6% compared to a provincial rate of 14.6%) and with an incidence of low-income families of 11.3% (2010 most recent data).

Recognizing how the population of the community is and will change, and identifying ways to accommodate the needs of various age groups, is an important consideration for the Town as it develops a new Municipal Plan.



2.3 Community Health and Well Being

Many factors influence the health of individuals and their communities. While some factors such as socioeconomic status or employment conditions can be difficult to change, we have greater control over certain health-related behaviours, such as our eating habits and physical activity. When improved, these can have a positive impact on our overall health. There is a growing body of evidence that shows that the way communities are built influences the health of its citizens.

This section presents some indicators of health and well being for Paradise. While much of the information collected is reported for areas larger than the Town of Paradise, such as Local Area 17: Northeast Avalon, the Eastern Health Region, or the province, the statistics are relevant and applicable to Paradise. Where available, information specific to Paradise is used.

As demonstrated from the Canadian Community Health Survey of 2009-2010, Paradise residents' perception of their health status is positive - 65% of individuals age 12+ rated their health status as excellent or very good, compared to the provincial rate of 60.1%. Self-assessed mental health was rated as excellent by 51.8% of individuals. The rating for a very strong sense of belonging to the community was 71.8% for Paradise while the province was 80.3%. Ninety-two percent (92%) of respondents are satisfied with life in general, 11.2% report life stress as extreme or quite a bit.

Physical activity and the consumption of a healthy diet have a positive impact on reducing the prevalence of chronic diseases such as heart disease, diabetes, high blood pressure, and arthritis. In the Eastern Health Region, 56% of those surveyed reported being physically active during leisure time (defined as 150 minutes of moderate to vigorous activity per week), and 33.7% reported having limitations of activities due to health issues (Eastern Health, 2012). Over 90% of Paradise workers commute by car to their place of work and most children take the bus to school, thereby limiting opportunities for physical activity. The physical activity rate is higher than the provincial rate of 51%, but needs improvement. The construction of facilities such as parks, trails, gyms, and arenas in the Town is one way that Towns can facilitate active lifestyles.

It is well documented that there has been a steady increase of overweight and obesity throughout the Province and Canada. When surveyed, 62.5 % of Paradise residents reported an adult body mass index of 25 and greater (defined as overweight to obese category). Reported food and vegetable consumption, 5 times or more per day (2013) for the province were 21.2% for males and 29.4% for females, both rates well below the Canadian rates of 34% and 47.4% respectively. Providing convenient locations for access to food in a community, such as



community gardens and farmers markets, can contribute to healthier eating.

Hospital admission and discharge information provides a look at the types of illness in a community. The highest percentage (8.4) of hospital admissions during 2008-09 for Paradise was due to diseases of the respiratory system, followed by digestive and circulatory diseases for which the median age was 39. The most common cause of hospital admissions/discharges for those aged 60 and over for 2008-09 in Paradise were diseases of the circulatory system followed by diseases of the respiratory system and tumor related conditions. One third of all acute care hospital stays within the Eastern Health region are related to chronic disease. Chronic disease is a major cause of morbidity and mortality in the Eastern Health Region (Health Status Report Eastern Health 2012). From these indicators, it can be determined that some chronic disease presently exists within the population of Paradise and if there is no intervention, it will most likely follow current upwards trends as the population ages.

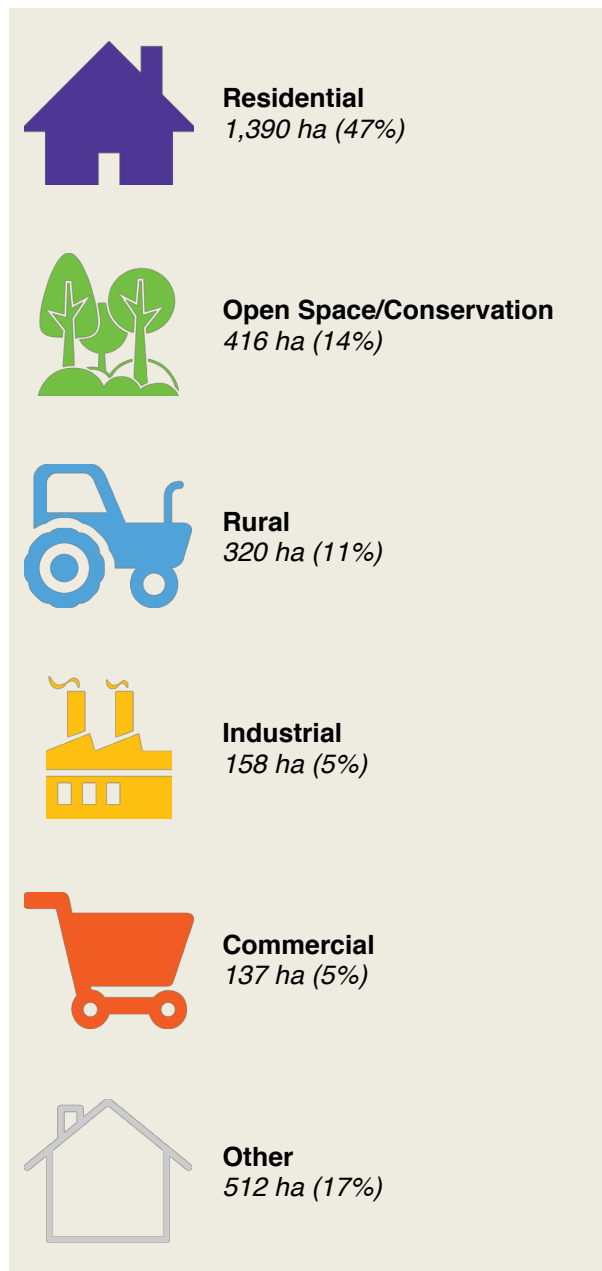
As in many suburban towns, the majority of the population of Paradise travel outside the Town for work, health care, grocery and other shopping. While this is starting to change with the construction of a new supermarket, new schools, and growing employment opportunities in the industrial parks and commercial areas, most of the things people need are not within walking distance for most citizens. More time spent in cars means that sufficient physical activity is difficult to achieve. Good Municipal Planning can identify areas where the Town can achieve greater opportunities for walking, cycling, and access to sports and recreation for all ages with the goal of reducing the human and economic burden of chronic disease and physical inactivity and improving the health of all citizens.

A growing body of research based evidence links the built environment to positive health outcomes. The vast majority of chronic diseases are preventable. Physical activity protects against heart disease, stroke, hypertension, Type 2 diabetes, some cancers, obesity, depression, anxiety, and stress. Regular physical activity assists with weight control, builds strong muscles, improves behavioural development in children, and helps the older adult retain mobility and independence.

Communities which consider the impact the built environment has on health, such as walkability, clean air, healthy food systems, healthy housing and healthy transportation networks will do much to support the vision of healthy communities, healthy citizens.

3. Land Use

3.1 Land Use Mix



The Town of Paradise has a total land area of almost 3,000 ha. The figure to the left shows the breakdown of areas that have been designated in the Municipal Plan for different land uses.

As can be seen, the majority of lands within the Town are developed and/or designated for future residential development.

Rural lands and areas set aside for conservation or open space account for 736 ha or 25% of the total area. These lands are typically around parks and recreation areas like Octagon Pond, wetlands, areas of steep slopes and high elevations. Presently, most lands above the 190m contour elevation are identified as rural lands and open space lands due to servicing limitations established in the 1970s when the original regional servicing plan was developed. Since that time, further studies have indicated that development above the 190m contour elevation is possible and a policy that prevented development in these areas has been removed from the St. John's Urban Region Regional Plan.

The Town has a good supply of industrial land that is quickly being developed as the regional economy has created demand for industrial sites and uses that service and supply the offshore oil industry.

Commercial lands, typically those along Topsail Road provide local services. Some lands are currently set aside for future commercial development to service residential development in the community.

Other lands include lands for mineral workings, mixed use, public use, and residential subdivision areas.

3.2 Residential Development

Growth in the residential sector in Paradise has been steady and almost continuous since the Town was incorporated (Figure 6). Between 1993 and 2003, an average of 165 building permits were issued annually. However, from 2003 to 2013 there has been an average of about 420 new dwelling units constructed each year.

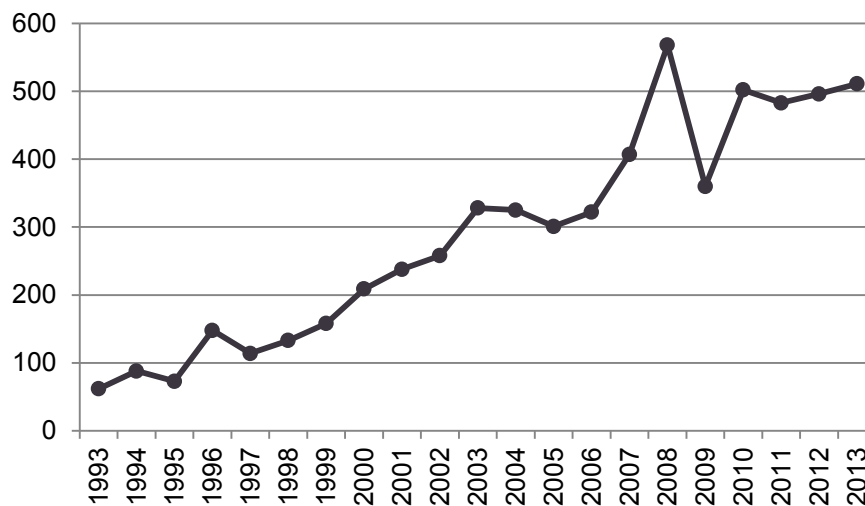


Figure 6. Building Statistics – Paradise (1993-2013)

The majority of residential development has been in the form of residential subdivision developments of predominantly single detached dwelling units. These have occurred as water and sewer servicing has extended off the main roads of Topsail Road, Paradise Road, and St. Thomas Line, particularly around Adam's Pond. The main residential areas are the former St. Thomas Town site, Elizabeth Park, Donovan Terrace, and Karwood Estates. New developments are currently approved for lands around Octagon Pond. Large lot residential areas have been developed at Topsail/ Three Island Pond and on the Bluffs, where municipal water and sewer services are not planned.

3.2.1 Residential Demand

Paradise has an estimated 7,650 residential dwellings. Assuming the average number of persons per household is 2.7, the estimated population in 2014 should be between 20,000 and 21,000 people. If current development trends continue and there is sustained demand for residential growth of 420

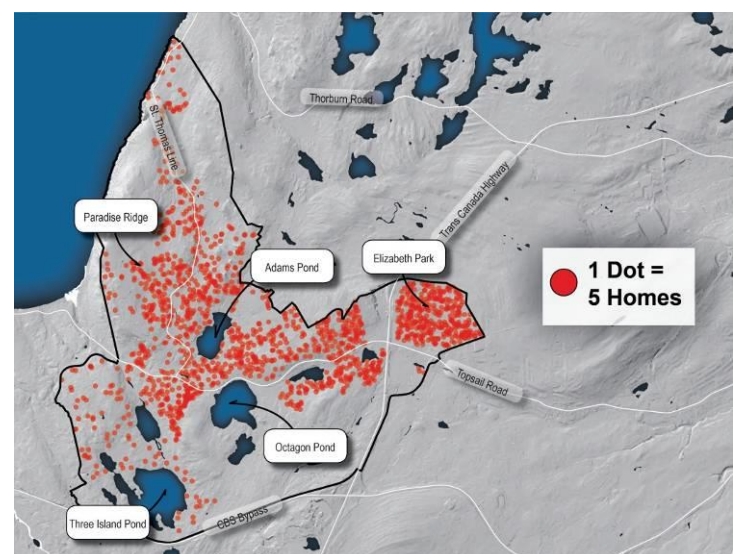


Figure 7. Residential Density.

dwellings per year over the 10 year planning period, an additional 4,200 dwelling units would be required in the community. Assuming the average household size remains the same (2.7), this demand would add an additional 11,340 people to the community bringing the total to approximately 32,000 people.

It is likely that this demand is overestimated as household size continues to fall and deaths from the growing number of elderly persons reaching their end of their lives continues to increase. At the same time, adjoining communities continue to approve new lands for development which will compete with Paradise for new residents.



However, it is likely that Paradise will continue to attract new residents as it improves its road network, develops quality recreational facilities and acquires a complete school feeder system within the community.

3.2.2 Residential Land Supply

As shown in the table below, there are currently approximately 900 residential building lots/units that have been approved for development in the town. Fully developed, they could accommodate an additional 2,400 persons, assuming the average household size remains the same.

Residential Land Supply	Number of Lots
Approved lots/units (approved or approved in principle)	900
Proposed lots/units (currently under review)	400
Potential lots in areas identified for future growth	3070
Total Lots	4370

There are also several planned developments that are currently in various stages of review that could add an additional 400 residential lots or units to the community. In areas identified for future growth, an additional 3,070 lots could potentially be developed bringing the total to approximately 4,370 dwellings or units.

Full build-out of these developments/areas will satisfy residential demands over the planning period and perhaps beyond without expansion into new areas. The main consideration to be addressed in the

Municipal Plan review is whether new areas should be opened up for development, in advance of completion of those areas that have already been approved or are under consideration.

3.2.3 Housing Stock

An important consideration for future development in the Town is the mix of housing types and whether the housing mix meets the demand. Paradise is fortunate in that it has a higher mix of housing types than most other suburban communities in the Northeast Avalon.

The majority of the housing stock consists of single-detached and duplex dwellings. As shown in Figure 8, the overall number of dwellings has increased from 2006 to 2011, but the ratio of housing types has remained about the same. While the demand for single detached dwellings is expected to remain strong, increasing demand for smaller dwelling units can be expected, considering the proportion of the population that will reach retirement age over the next decade.



The Town's Strategic Plan identifies housing affordability as an issue in the community and the need to improve access to affordable forms of housing for people such as seniors.

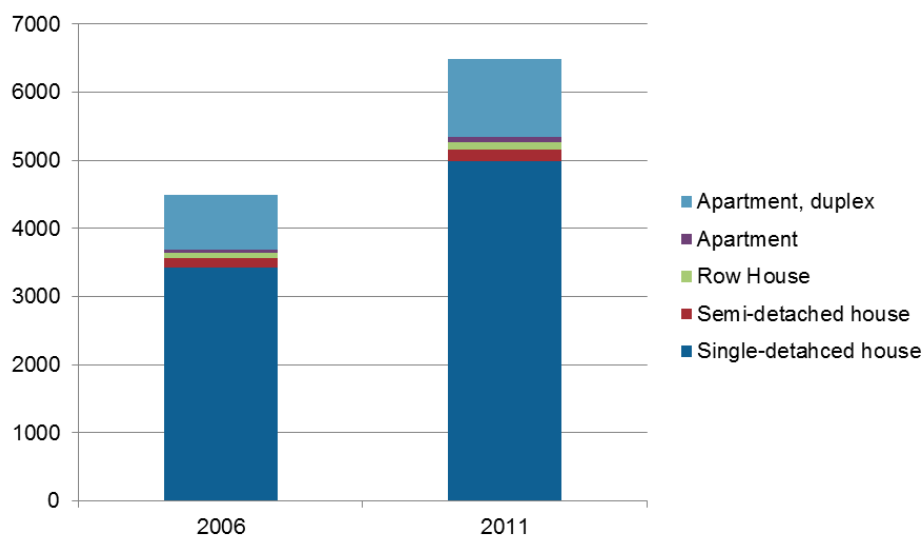


Figure 8. Dwelling Types – Paradise (2006 and 2011)

3.3 Commercial

Commercial development in Paradise is concentrated along Topsail Road - the Town's main street. To a lesser extent, commercial uses also exist along Paradise Road and St. Thomas Line. Most commercial uses are individual business and small shopping areas that cater to local needs.

The current Municipal Plan identifies a need to create a more focussed commercial Town Centre and identified the area at the intersection of Karwood Drive and Kenmount Road as the area to encourage and focus commercial development.



Neighbourhood commercial uses are needed near some residential areas to provide convenience goods and services. Consideration for incorporating these into developing areas in appropriate locations should be addressed in the Municipal Plan.

Within the Town's commercial areas, there are over 65 unique products or services offered including eating-places, beauty shops, legal services, grocery stores, and general automotive repair shops.

3.4 Industrial

There are about 157 hectares of industrial land in Paradise. St. Anne's Industrial Park is the oldest industrial park and has been fully occupied for some time. A second industrial area along Kenmount Road and McNamara Drive is undergoing continuous expansion including the Bremigen's Pond Industrial Park.

A proposal by Oceanex to develop an industrial site in the City of St. John's on the west side of the Manuela Access Road includes a proposal to create an interchange that would connect with an extension to Kenmount Road. This would improve access to the regional road network for industrial sites in Paradise.



Older former industrial sites such as the steel mill site, located east of Octagon Pond and south of Topsail Road, are being remediated and redeveloped as part of the recreational complex between the Community Centre and Octagon Pond. The current ACAN Windows building at the corner of Topsail Road and McNamara Drive has potential to be redeveloped for other uses, as this site is currently underutilized.

The quality of industrial areas could be improved by implementing urban design standards that would include landscaping on industrial sites, streetscaping, and environmental protection and amenities in these areas.

3.5 Recreational Open Space

Paradise is served by a number of trail systems including The Grand Concourse, the T'Railway, the East Coast Trail as well as the Octagon Pond Trail, Neil's Pond Trail, and the Elizabeth Park Walking Trail.

The Grand Concourse begins in St. John's and extends through the neighbouring municipalities of Mount Pearl and then Paradise. The Grand Concourse is currently a pedestrian-based trail but has potential as an off-road cycling route. The T'Railway walking system is the former railway bed and extends from the boundary with Conception Bay South to the boundary with Mount Pearl. The T'Railway is owned by the province and therefore not maintained by the Town. ATV users as well as bikes frequently use the T'Railway.



Open space, recreation, and public use areas play an important role in community development. They are important land uses that can result in personal, social, economic, and environmental benefits to individuals and the broader community.

Community recreation areas, both formal and informal, are located at various sites in the Town. Sports playing fields, basketball courts, and playgrounds are dispersed throughout residential areas of the Town. The main formal areas are at the Rotary Paradise Youth and Community Centre, Dianna Whalen Soccer Complex, Paradise Community Centre, the lighted softball field on Milton Road in the Donovan Terrace subdivision, and the minor soccer field at Peter Duff Memorial Park on Topsail Pond Road.



Peter Barry Duff Memorial Park consists of 30 acres of land located at Topsail Pond Road. The Duff family, in memory of their late son, donated the land to the Town. The park is unique in that one of the conditions of the transfer of the property to the town was that it be developed exclusively for the youth in the area. Since its initial construction in 1993, the park has grown from a wilderness area into a multifaceted recreation park with walking trails, a playground, and numerous sports facilities.

Octagon Pond and the area surrounding it remains the significant recreational area of the community. The Grand Concourse Authority maintains a trail network leading to and around the pond, and a significant Community Recreation Park is currently being developed behind the new arena on McNamara Drive. The park will include a splash park, wheelchair accessible playground, dog park, concession areas, trails, and have capacity to host events such as concerts and the annual Dragon Boat Festival and other boating events on the Pond.

Connecting residential areas to recreational open spaces and facilities will encourage active living among residents. Continued attention to ensuring access to existing and new neighbourhood parks and open spaces will be needed to ensure quality, healthy neighbourhoods.

3.6 Schools

There are currently three elementary schools in Paradise - Elizabeth Park Elementary, Paradise Elementary, and Holy Family School. A fourth school is planned on a site just west of Octagon Pond and the Eastern School District has recently indicated it is in the planning stages for a High School and a Junior High School.



The addition of a High School would enable students in Paradise to complete school from Kindergarten to Level III within the community. The location of a high school should be carefully considered so that it can be developed on a site that it maximizes benefits to the community and the students who will attend.

3.7 Rural Resource Uses

Rural resource uses in the Town are limited to one long-standing quarry operation. The City Sand and Gravel Ltd. quarry off Topsail Road has operated in the Town for several decades and is the only designated aggregate resource area in the Town. The quarry is nearing the end of its available aggregate resource and quarry operators estimate that within 7-10 years the resource will be exhausted. At that point, the area could be redeveloped for other uses.

A 300m separation buffer between the quarry and adjoining residential areas has been in place for many years. To extract the remaining aggregate, the operators have requested a reduction of the buffer to 200m. Improved mining technology and directional blasting enable quarry operators to control the impacts of blasting operations so as to reduce risk to adjoining areas. The Department of Natural Resources has indicated support for this reduction.

Balancing the need for aggregate resources to support continued growth and development and protection of adjoining land uses will require consideration in the Municipal Plan.



4. Physical and Natural Environment

4.1 Elevation

Paradise has a rolling and varied topography (Figure 9). Within the Town, elevations reach as high as 280m with a topography characterized by steep banks and ridges. Residential development has worked its way up the slope of some of these areas such as Paradise Ridge.

Approximately 210 hectares of land lie above the 190m contour elevation. Development in these areas must be carefully considered to ensure that adequate downstream capacity exists within existing wastewater and stormwater systems to accommodate development and that water can be provided from the existing regional water supply at these higher elevations.

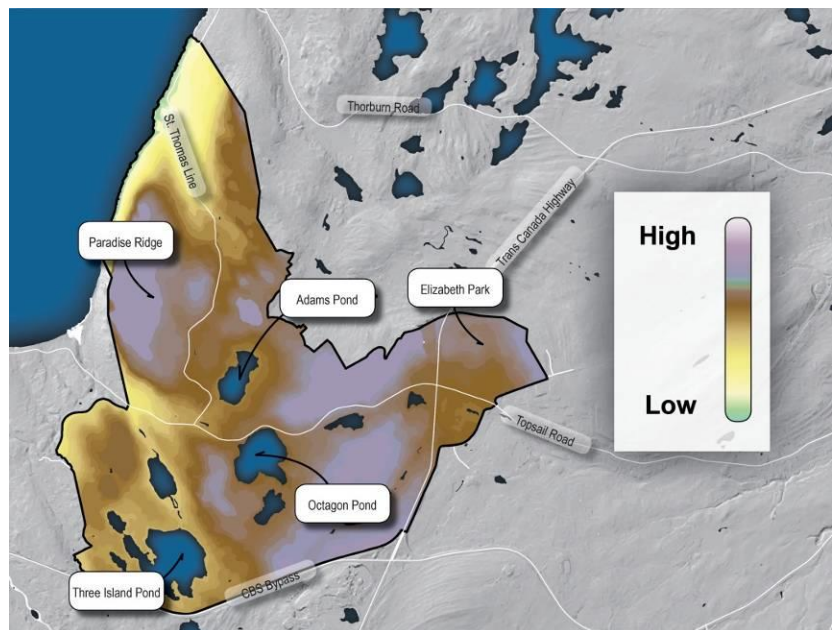


Figure 9. Elevation Map

4.2 Slope

Figure 10 shows the slope of land within the community. Steeper areas are along the coastline at the higher elevations such as at Paradise Ridge and in the northern section of St. Thomas Line. Slopes over 10% are relatively more expensive to build on, require more complicated foundations and utility connections.

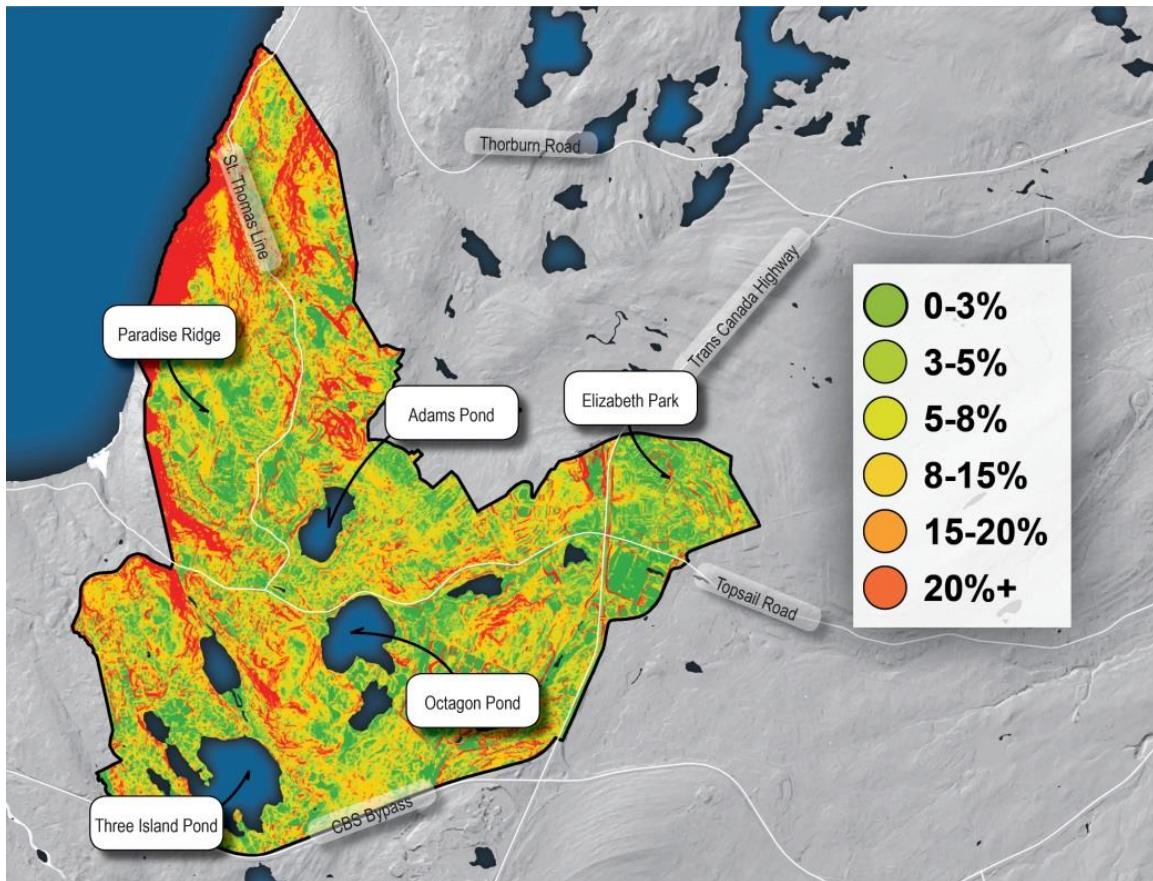


Figure 10. Slope Map (Percentage)

Managing development in areas of steep topography requires attention to cut and fill, street orientation and stormwater management.

4.3 Waterways and Wetlands

The 2004 Municipal Plan identifies lands for conservation that are environmentally sensitive, vulnerable, or ecologically significant. They include wetlands, watercourses, bodies of water, shoreline frontages, and a portion of the East Coast Trail along the shoreline of Conception Bay. The Conservation designation is used around Adam's, Octagon, Rocky, Topsail, Three Island, Neil's, Brazil, and Bremigen's Ponds, as well as the Topsail River, Horse Cove Brook, and other streams and their associated wetlands. The conservation buffer established around ponds is 30 metres from the shoreline, while along watercourses the conservation buffer is, consistent with provincial environmental policy, a distance of 15 metres from the stream.

The Conservation area around Topsail Pond extends beyond 30 metres of the shoreline in some areas to prevent pollution problems in the pond caused by malfunctioning on-site sanitary sewage disposal systems.

Bremigen's Pond and the waters draining into it are the headlands for the Waterford River. Currently, there is a Memorandum of Understanding (MoU) in place between the Town and the Cities of Mount Pearl and St. John's that commits each party to the protection and enhancement of the Waterford River.

As more and more development occurs in the community, ponds, waterways and their associated wetlands, and the natural amenity they provide to a community becomes more and more important. Consideration for restoring the ecological connectivity of waterways and wetlands should be addressed in the Municipal Plan.



Paradise has over 24 km of lakeshore designated for conservation.

4.4 Climate Change

The interaction between aspect, slope, and relief can influence microclimate conditions. Development that faces south tends to receive the most sunlight while the north facing sloped areas experience the least sunlight. Figures 11 and 12 show slope aspect and sunlight intensity respectively.

While, the earth's climate has naturally changed over time, current concerns about climate change are focused less on the natural process, but on how human activity is contributing to climate change impacts. Climate change influences sea level rise, coastal zone erosion, extreme weather events, and terrestrial and marine ecosystems. Sea level rise and coastal erosion may not pose significant risks to Paradise as there are few low lying coastal



areas. However, it will be important to be aware of, monitor coastal change over time, and manage land use along the coastline.

Extreme weather events (such as hurricanes) and thermal extremes (like heat waves) pose the greatest hazard risks. Planning in the context of climate change requires that Paradise be proactive in planning for future development, infrastructure, and vital community services with risk reduction in mind.

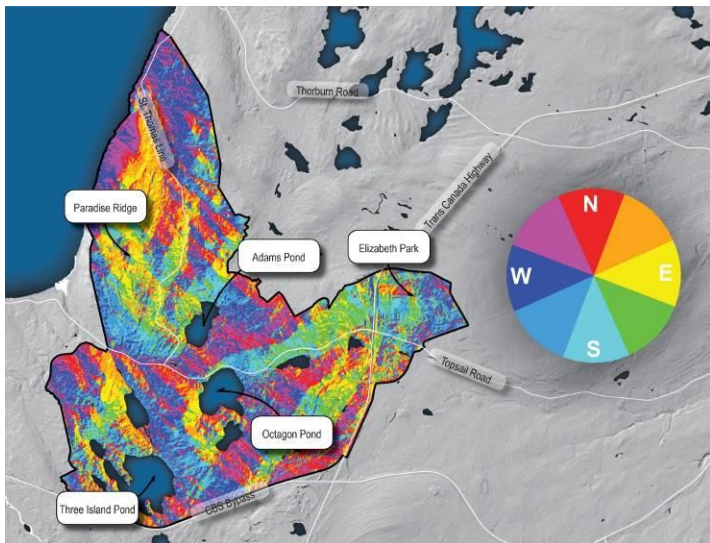


Figure 11. Aspect

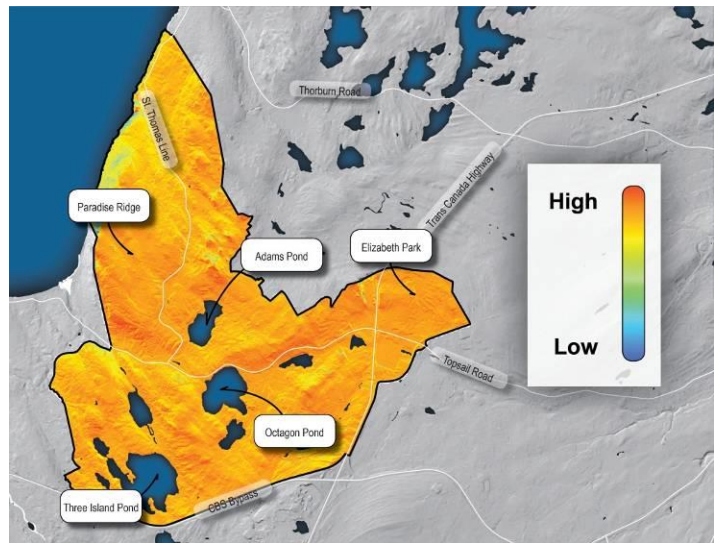


Figure 12. Sunlight

5. Transportation

5.1 Commuting Patterns

Almost 75% of workers from Paradise commute to St. John's with another 15% commuting to the City of Mount Pearl. In Figure 13, the numbers indicate how many people work in each of the neighbouring towns and cities.

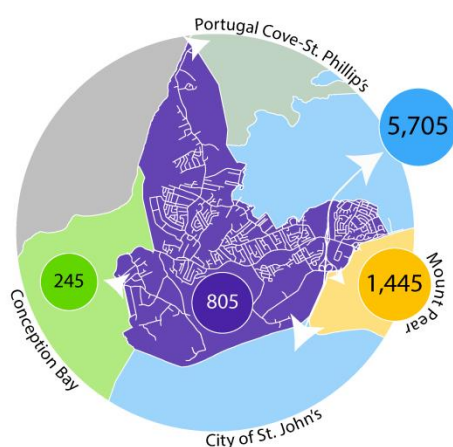


Figure 13. Place of Employment – Paradise (2011)

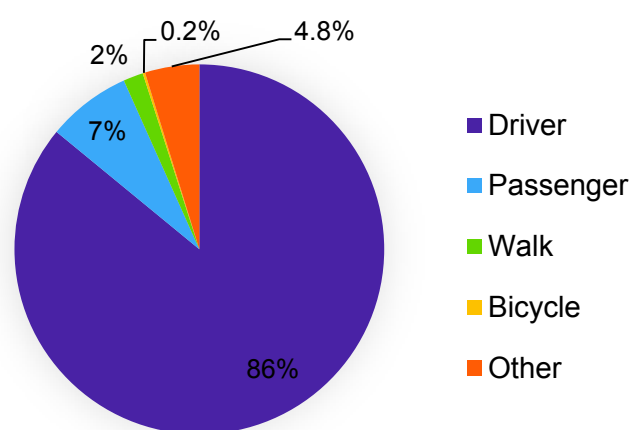


Figure 14. Mode of Travel – Paradise (2011)

Figure 14 shows the ways that people travel to and from work. Most commuters drive alone (86%) with only 7% travelling as a passenger in a vehicle. The use of active transportation (walking and cycling) for commuting is very low (about 2%).

There is currently no public bus service in Paradise. In the past, the Town has investigated the potential for acquiring a Public Transit Service. As the community grows, densities could become sufficient to support a transit system.

5.2 Road Network

With the majority of daily commuters from the Town heading to St. John's or Mount Pearl, traffic from residential neighbourhoods empties out onto Topsail Road, which is the main thoroughfare in the Town providing access to the Outer Ring Road and Kenmount Road. Another option for motorists to access the Outer Ring Road was added with the connection of Karwood and McNamara Drives with Kenmount Road.

To the south of Topsail Road, traffic enters directly to Topsail Road or via McNamara or Karwood Drives. To the north of Topsail Road, traffic flows through an extensive network of local residential streets onto two main collector streets – Paradise Road and St. Thomas Line – two of the oldest streets in the community. Traffic from Elizabeth Park area has a direct access to Kenmount Road.

Two other routes into and out of the community are via Topsail Road westward to Conception Bay South, or north to Portugal Cove-St. Phillips via St. Thomas Line.

Altogether, there are 153km of streets within the boundaries of the Town, 98% of which are owned and maintained by the Town.



Figure 15. Street Network

5.3 Transportation Planning

In recent years, it has become apparent that growth in the community was surpassing the ability of the street network to handle the additional traffic loads on the main thoroughfares, particularly Topsail Road and the exits to Kenmount Road along Karwood Drive.

A traffic study in 2011 and subsequent Transportation Plan in 2014 identified a number of short, medium, and long-term improvements for the Town to implement to increase capacity, and improve efficiency and safety of the street network as shown in Figure 16. Many of the short-term recommendations have or are being implemented, including street widening and placement of traffic signals on Karwood Drive, widening sections of Topsail Road, and optimizing traffic signaling. The construction of a traffic roundabout at the intersection of Karwood Drive and Kenmount Road in 2014 improved traffic flow in that area.

Other aspects of the Plan include proposals for a roadway connection with the Manuals Access Road by extension of Kenmount Road, and additional roadways in the long-term to provide new connections to the Outer Ring Road and north to Portugal Cove-St. Phillips.

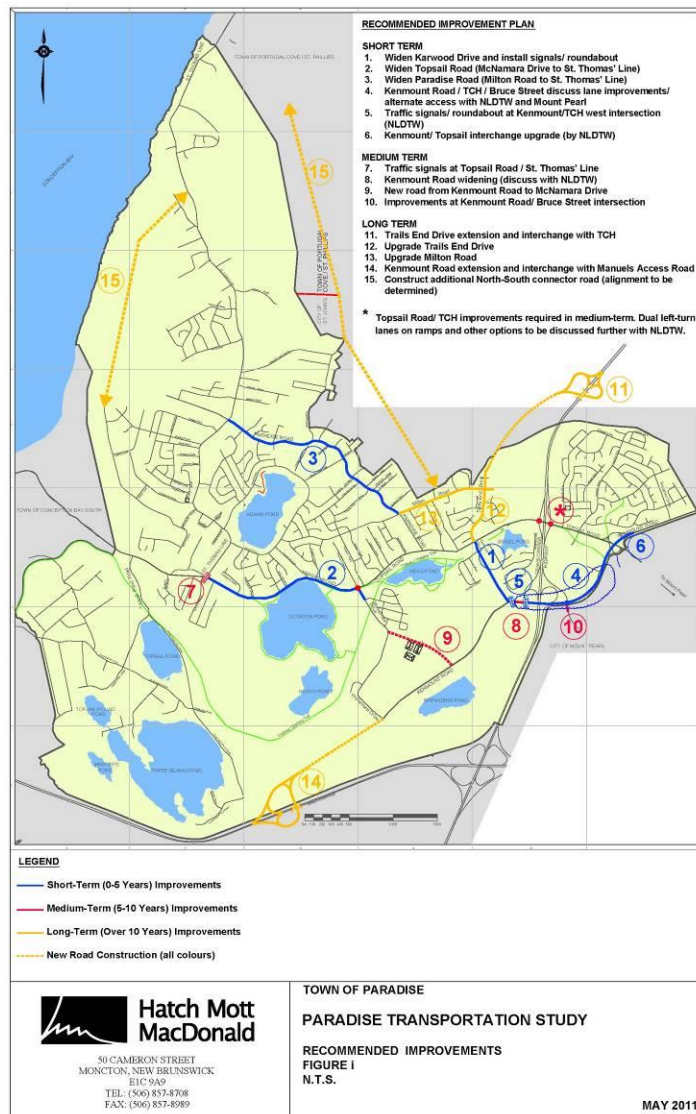


Figure 16. Traffic Study Map with Recommended Improvements

The Transportation Plan also recommended that development in some areas should not proceed ahead of planned street improvements/connections. The challenge for the Town is to ensure that development takes place in a manner that is coordinated with improvements to the street network so that traffic congestion can be avoided in the future.

5.4 Active Transportation (AT) Network

The bulk of the existing pedestrian trail network in Paradise is located south of Topsail Road. The provincial T'Railway Park constitutes the main spine of the system, supplemented by connecting trails around Octagon Pond and Neil's Pond. The Town is also served by The Grand Concourse, which extends from St. John's, through Mount Pearl, and into Paradise, acting as the western "bookend" of the system.

The trails provide access to leisure destinations, schools, parks, scenic areas, playgrounds, and residential neighbourhoods.

In 2011, the Town prepared an Active Transportation Plan that recommended expanding the pedestrian network to include sidewalks and safe crossings along Topsail Road and the main collectors north of Topsail Road, including through Elizabeth Park. The Plan also recommended establishing a pedestrian network around Adams Pond, which the Town has since initiated.

While the Active Transportation Plan recommended provisions for cycling, there is currently only one small section of marked bicycle lane on McNamara Road.

A portion of the East Coast Trail passes through the community along the coastline in the northern area of the Town between Topsail Beach in Conception Bay South and St. Thomas Line.

The Town's Strategic Plan commits Council to continued development of the trail system to connect neighbourhoods to recreational areas, schools and commercial areas.

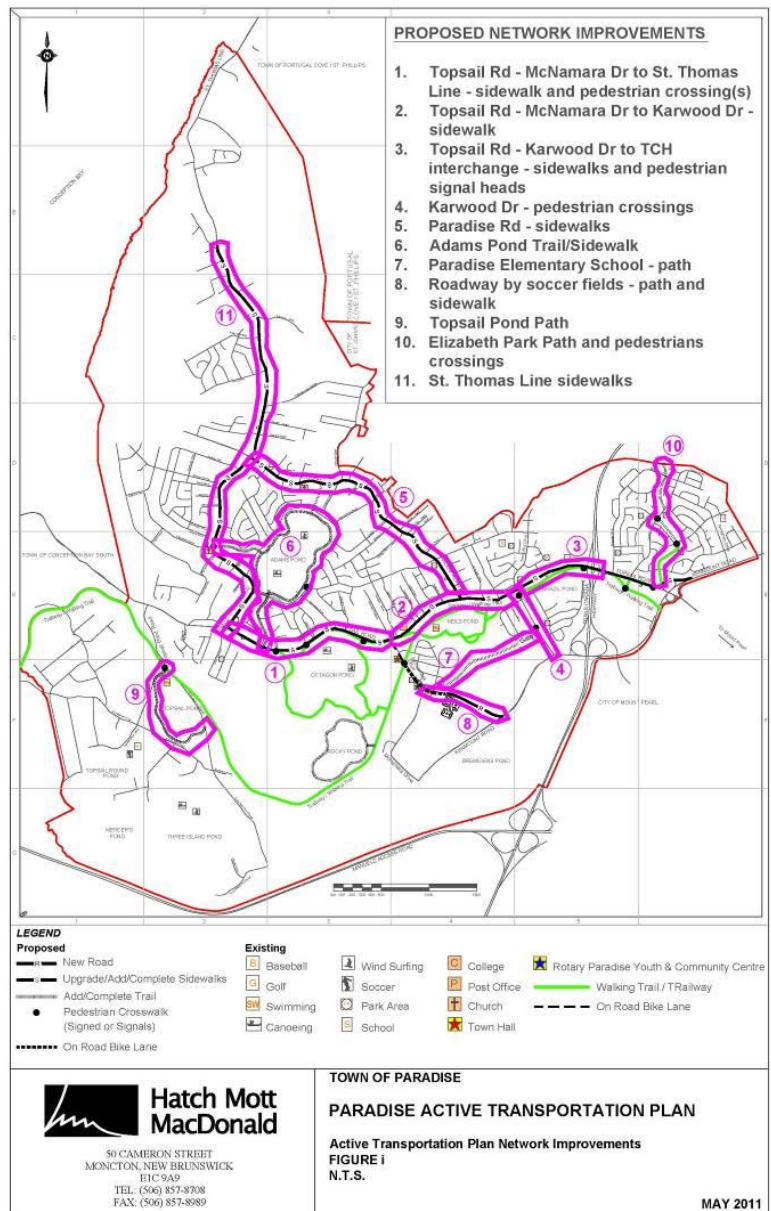


Figure 17. Paradise Active Transportation Plan, 2011

5.5 Connectivity

One of the greatest issues facing the Town from a transportation perspective is lack of connectivity, whether it is between residential developments or major roadways. Connectivity refers to the density of connections in the path or road network and the directness of links. A well-connected road or pedestrian network has many short links, numerous intersections, and minimal dead-ends (cul-de-sacs). As connectivity increases, travel distances decrease and route options increase, allowing more direct travel between destinations, creating a more accessible and flexible system. Connectivity can apply both internally (streets within a neighbourhood) and externally (connections with arterials and to other neighbourhoods) (Litman, 2011).



Paradise has a connectivity index, calculated by dividing the total number of street segments (street lengths between intersections) by the number of streets nodes (intersections/dead-ends), of 1.3. A score of 1.4 is the suggested minimum needed for a walkable community

While the Town, through its development review process, has been able to ensure that streets in new developments provide access to collector streets, they have also worked to increase the connectivity of street networks within and between subdivision developments. There is an opportunity to strengthen policies of the Plan to ensure that connectivity of streets, sidewalks, and pedestrian pathways continues to be a priority in new developments.

6. Municipal Services

6.1 Water and Sewer

The Town is supplied with gravity water flow from Bay Bulls Big Pond via the St. John's Regional Water System. A booster station on Topsail Road pumps water up Paradise Hill. The Town's sanitary sewer mains drain by gravity into the Waterford Valley Relief Trunk Sewer and a new trunk sewer to a treatment plan at on St. Thomas Line.

Serviced areas are located in the central and eastern parts of the Town, along Topsail Road, Paradise Road, and St. Thomas Line. The remainder of the Town is serviced by individual wells and on-site septic tanks/disposal fields. There are no services provided in the Topsail Pond/Three Island Pond area.



A number of areas of the Town have distinct servicing issues that need to be considered in future planning and development. Gravity supply water service is limited to areas below the 190-meter contour due to the top water level of the supply tank (approximately 17 meters). These difficult to service areas include the St. Thomas area, the Adam's Pond area, Topsail Pond/Three Island Pond, the Octagon Business Park, and areas above the 190-metre contour north of Topsail Road. With the growth Paradise has experienced and is expecting, continued upgrades and expansion of municipal services will be a high priority.

6.2 Stormwater

As the Town has grown, the increased area of hard surfaces such as rooftops, streets, and parking areas contributes to an increase in storm water runoff. In 2013, the Town prepared a Storm Water Master Plan. Background research for the Plan identified that a significant proportion of drainage structures in the Town were undersized and unable to meet the needs of existing and future development.



The Stormwater Master Plan identifies three main drainage basins as shown in Figure 18. Basin A includes Three Island, Topsail, Octagon, Neils, and Adams Ponds, as well as all their tributaries and associated catchment areas. This drainage basin drains to Conception Bay via the Topsail River. Drainage Basin B includes Bremigen's and Brazil Ponds, Elizabeth Park and all associated tributaries and catchments, which drain to the Waterford River. Drainage Basin C includes all tributaries and catchments for Horse Cove Brook, which drains into Conception Bay and was identified as the area where most of the improvements in stormwater infrastructure were needed.

The Plan identified a program of upgrades to improve the stormwater management system and the Town has begun to implement the recommendations.

The Stormwater Management Plan also includes recommendations for land management to reduce the impact of development on the stormwater system. These include limiting encroachment of development along watercourses, including implementation of a 30m, no-development buffer, to be maintained around all streams, ponds, and associated flood zones. The Plan also recommended existing wetlands be preserved.

Also included was a recommendation for a policy that would require zero net increase in peak run off from new development. Such a policy would require developers to be responsible for handling stormwater within development sites so that peak runoff would not exceed pre-development conditions.

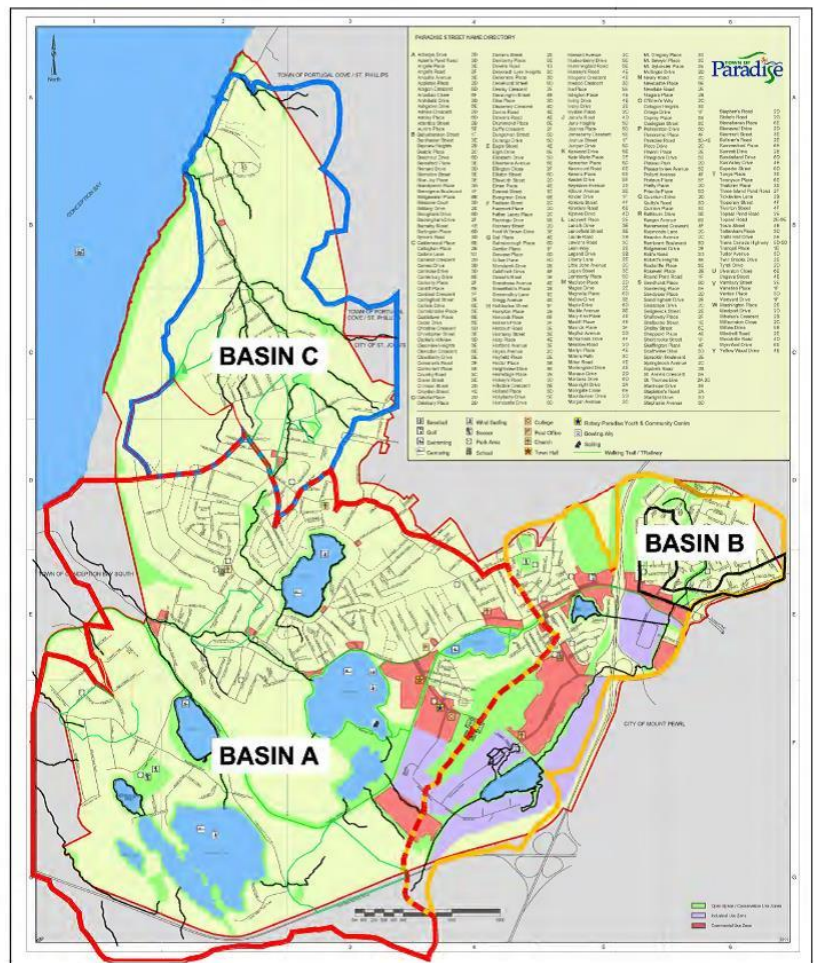


Figure 18. Stormwater Management Plan, 2013.
Source: BAE-Newplan Group Limited

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FUTURE LAND USE MAP

Land Use Designation

- Residential
- Community Centre
- Comprehensive Development Area
- Commercial
- Industrial
- Public
- Open Space
- Rural

Transportation Hierarchy

- Arterial
- Collector
- Local
- Future Connections
- T'Railway
- East Coast Trail

1:12,500 0 125 250 500 Meters

METADATA

Date: 26/10/2017
Drawn by: Justin Forbes
Coordinate System: NAD 1983 MTM 1
Projection: Transverse Mercator
Datum: North American 1983
False Easting: 304,800.0000
False Northing: 0.0000
Central Meridian: -53.0000
Scale Factor: 0.9999
Latitude Of Origin: 0.0000
Units: Meter

AMENDMENTS

TOWN AUTHORIZATION

Name, Mayor

Name, Town Manager

DAY MONTH YEAR

PROFESSIONAL CERTIFICATION

I certify that this Municipal Plan for the Town of Paradise has been prepared in accordance with the requirements of the Urban and Rural Planning Act, 2000:

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Mary D Bishop, MURP, FCIP
Senior Project Manager
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CBCL LIMITED
Consulting Engineers

TOWN OF
PORTUGAL
COVE /
ST. PHILLIPS

CITY OF ST. JOHN'S

Public
Connections

CITY OF
MOUNT PEARL

CITY OF ST. JOHN'S

TOWN OF
CONCEPTION
BAY SOUTH



PICCO RIDGE

Preliminary Development Concept

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1 Introduction



1.1 Context

Picco Ridge is an area of about 200 acres of largely undeveloped land along Highway 50 (St. Thomas Line) on the western periphery of the town. Picco Ridge is bounded by existing neighbourhoods and proposed subdivisions in varying planning and application

stages, which will border the perimeter of the area. A half dozen property owners share stewardship of the land. Owners' interests range from attachment to its current undeveloped status to ambitious development goals.

1.2 Objectives

Much of the development of Paradise's outlying areas has occurred on a piecemeal basis. The current Municipal Plan Review process presents the Town with an opportunity to encourage cohesive development of Picco Ridge through the preparation of a comprehensive development scheme. The development plan will provide landowners with a degree of certainty over the area's development potential, while ensuring that

individual subdivision plans connect and functionally interact. A comprehensive development plan may also provide opportunities for achieving some of the Town's strategic goals such as diversifying Paradise's housing options by including mid-density housing and mixed-use building forms - all within the context of a feasible development scheme.



1.3 Guiding Principles

The Picco Ridge Development Concept is grounded in the following guiding principles:

- 1. Design neighbourhoods that promote a sense of community.
- 2. Promote and locate higher density development adjacent to the main transportation corridors and consider the future provision of public transit.
- 3. Pursue an interconnected street system and enhance connectivity to and within the key corridors and to

- the outlying communities for pedestrians, cyclists, and motorists.
- 4. Locate core services within a 10-minute walk from residential neighbourhoods.
- 5. Create a physical and built environment that provides opportunities for safe daily physical activity, opportunities for social interactions and access to healthy food.
- 6. Provide a full range of housing types to create diverse and neighborhoods, including housing for seniors, students, and people living

- with disabilities.
- 7. Encourage employers to locate jobs close to neighbourhoods.
- 8. Create a linked system of natural areas and parks and ensure these features are restored, enhanced, and are protected.
- 9. Build sustainable infrastructure and promote the use of renewable energy to improve the ecological footprint of the Town.

2 Site Analysis



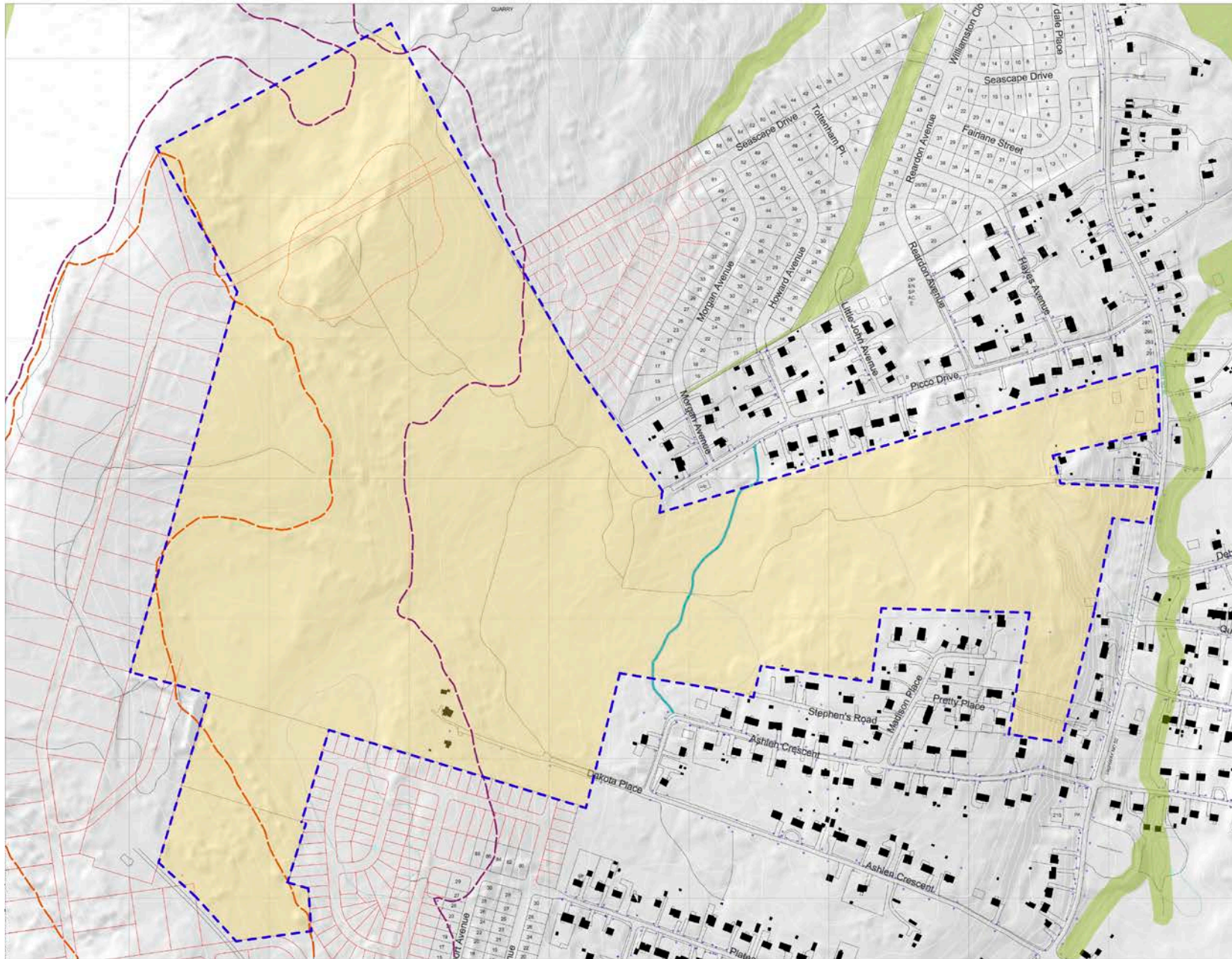
2.1 The Site

Picco Ridge extends from St. Thomas Line in the east to the top of the ridge overlooking Conception Bay in the west. The area's eastern portion is flanked by two older low-density suburbs, while the western portion is surrounded by lands

that have attracted recent interest by developers. The top of the ridge bordering the western portion of Picco Ridge is slated for unserviced low-density development.

The majority of the site is designated and zoned Comprehensive Development Area (CDA) in the 2004 - 2014 Municipal Plan and Development Regulations.





STUDY AREA

PICCO RIDGE DEVELOPMENT CONCEPT

LEGEND

- Study Area
- Lots Existing
- Lots Proposed
- Open Space
- 190 Contour

MAP DESIGN

Drawn by	SK
Checked by	
Date	16-12-5
Project No	140102
Scale	

PARAMETERS & MAP DESIGN

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 Linear Unit: Meter

Data Sources: Town of Paradise

0 100 200 m



LOCATOR MAP



UPLAND

2.2 Topography

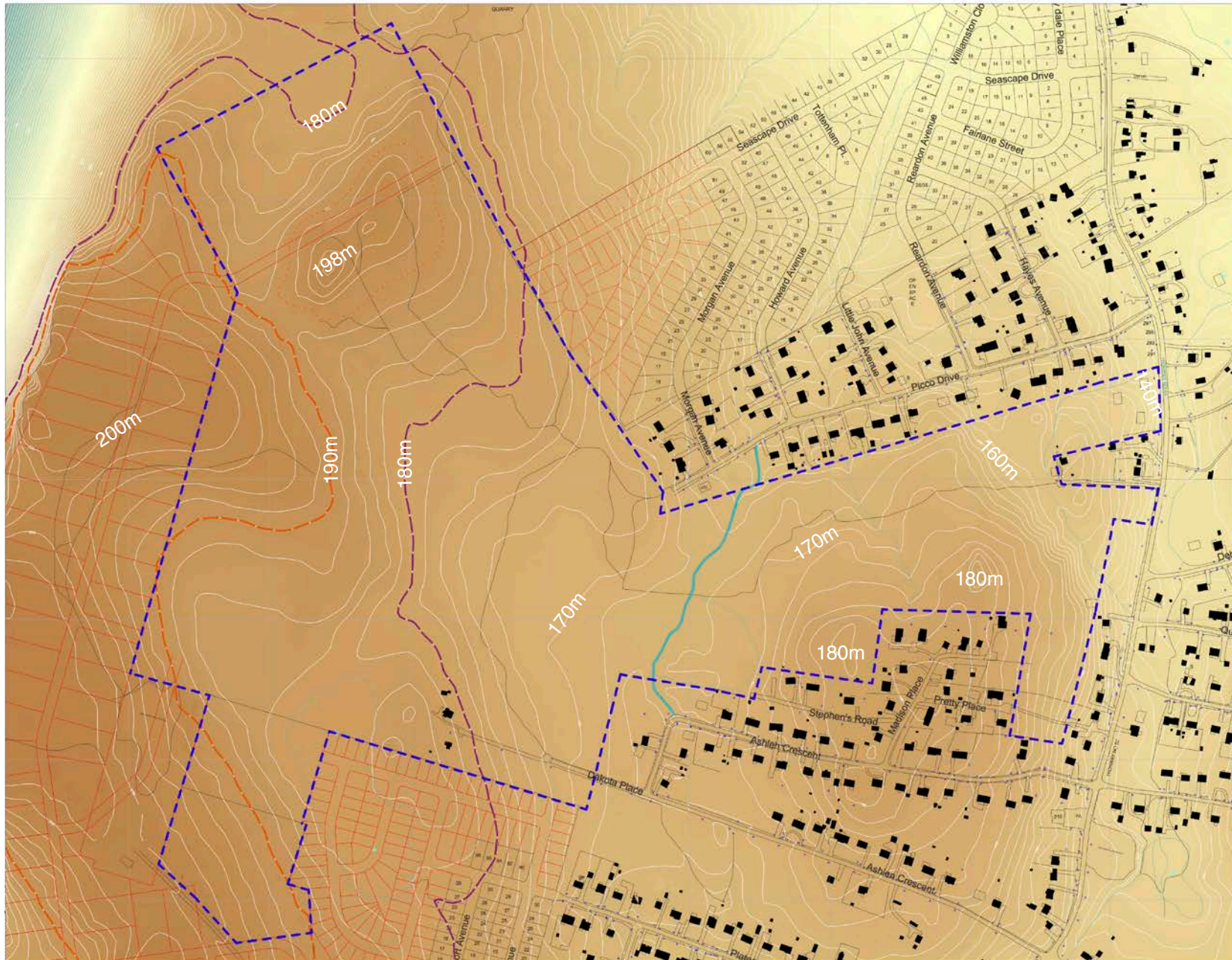
Elevations

The western portion of Picco Ridge is generally sloping down from west to east with the highest elevations above the 190m contour line. A bluff in the north-western portion of the site reaches up to 198 metres above sea level. The eastern portion of the site slopes down from north to south with the highest elevations reaching 180m. The center of the site features a depression dipping down to 168m and contains a wetland.

Slopes

The majority of the site features slopes between 0 and 10%. The most level area can be found at the center of Picco Ridge. Near St. Thomas Line, a steep embankment slopes down towards the collector road. Other steeper slopes are located around the bluff in the north-western section of the site and at an man-made embankment buffering a private residence in the south-western corner of Picco Ridge.





ELEVATION

PICCO RIDGE DEVELOPMENT CONCEPT

LEGEND

- Study Area
- Lots Existing
- Lots Proposed
- 190 Contour

MAP DESIGN

Drawn by	SK
Checked by	
Date	16-12-5
Project No	140102
Scale	

PARAMETERS & MAP DESIGN

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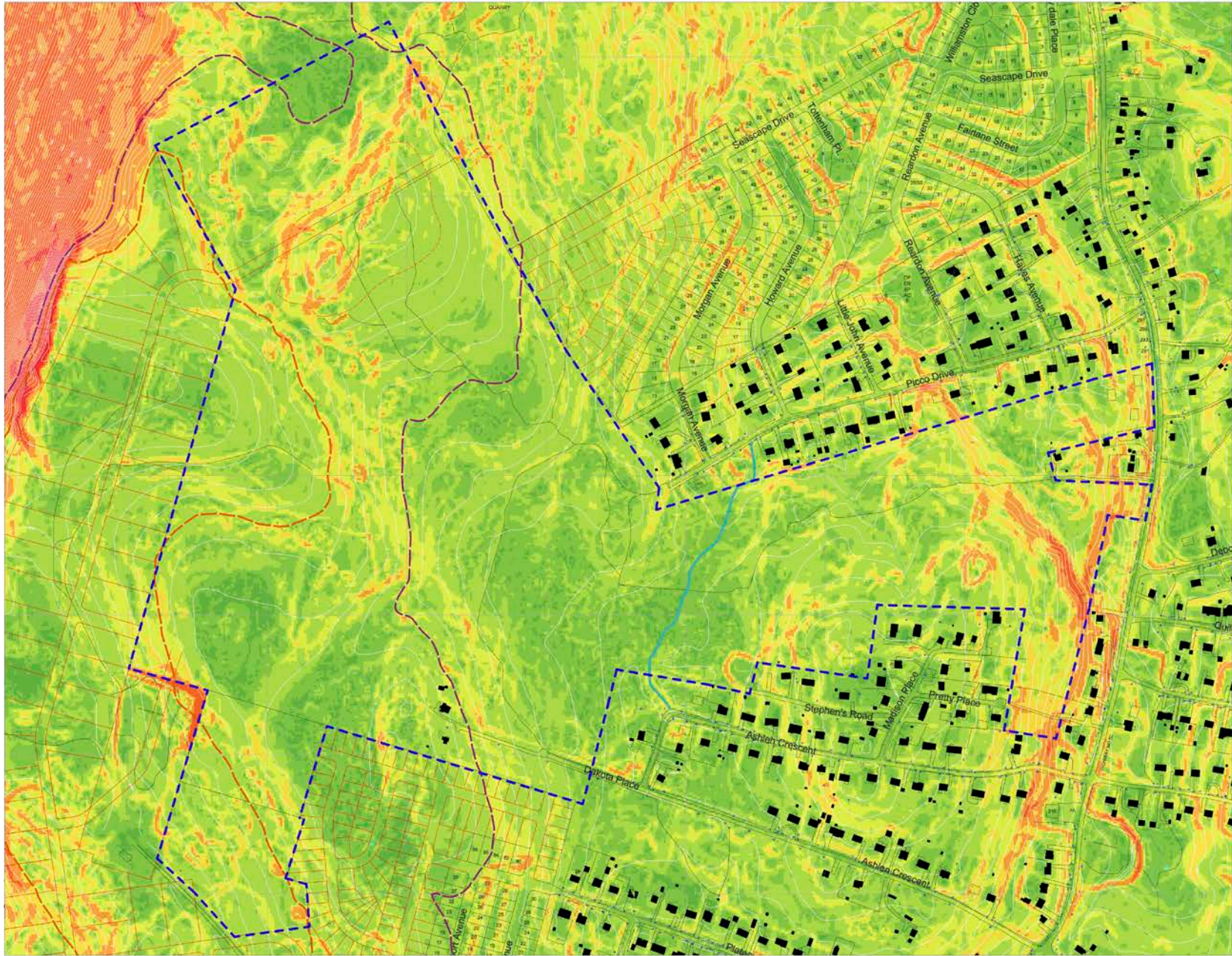
Data Sources: Town of Paradise

0 100 200 m



LOCATOR MAP

UPLAND



SLOPES

PICCO RIDGE DEVELOPMENT CONCEPT

LEGEND

- Study Area
- Lots Existing
- Lots Proposed
- 190 Contour
- > 1%
- 1 - 4%
- 5 - 9%
- 10 - 17%
- 18 - 24%
- 25 - 49%
- 50 - 99%
- > 100 %

MAP DESIGN

Drawn by	SK
Checked by	
Date	16-12-5
Project No	140102
Scale	

PARAMETERS & MAP DESIGN

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Linear Unit: Meter

Data Sources: Town of Paradise

0 100 200 m



LOCATOR MAP

UPLAND

2.3 Hydrology

The study area generally drains towards the center and to the north of the site. A notable evidence of this drainage pattern is a wetland at the end of Stephen's Road.

In 2015, the Town engaged CBCL Limited to identify and delineate the extents of the wetland (known locally as Featherbed Marsh).

The wetland, as delineated is approximately 2.78 ha in its extent. Approximately 0.87 ha (31%) of the wetland is composed of bog type vegetation, 1.89 ha (68%) is treed swamp, and the balance (~1%) is composed of a series of open ditches and ATV trails.

Being composed mainly of robust woody vegetation (i.e., trees and shrubs) and containing no notable surface water features (except that present in the ditches), the wetland is considered to be less sensitive to disturbance than one that is more dominated by herbaceous vegetation, or that has a greater proportion of open water.

The wetland is likely to be performing significant functions within the local watershed in terms of attenuating and storing stormwater flows, performing carbon sequestration (by virtue of its deep organic layer), and by providing habitat for various species of flora and fauna.

Though there appears to be no regulatory recourse at present to prevent the eventual infill of featherbed marsh, it is recommended that the wetland be preserved as a natural feature in the landscape, in the interests of maintaining the functions mentioned above.

If the partial removal of the wetland was necessary, the treed swamp would likely be the less valued portion, and its position along the fringe of the wetland would probably make it the most practical to remove if that were required. In case of a partial wetland removal, it would be prudent to maintain the wetland portion around the outflowing watercourse as a natural buffer around the watercourse.



In 2013, the Town of Paradise commissioned a storm water study, which resulted in a master plan for storm water management and storm water infrastructure upgrades for the Town of Paradise (BAE-Newplan, 2013).

Picco Ridge is primarily located in Sub-Basin C1I of Drainage Basin C which drains into Conception Bay via Horse Cove Brook. "Basin C not only has the greatest number and percentage of control structures requiring upgrading both under current and future development conditions but it also has the most structures undersized by more than 100%." (BAE-Newplan, p.97).

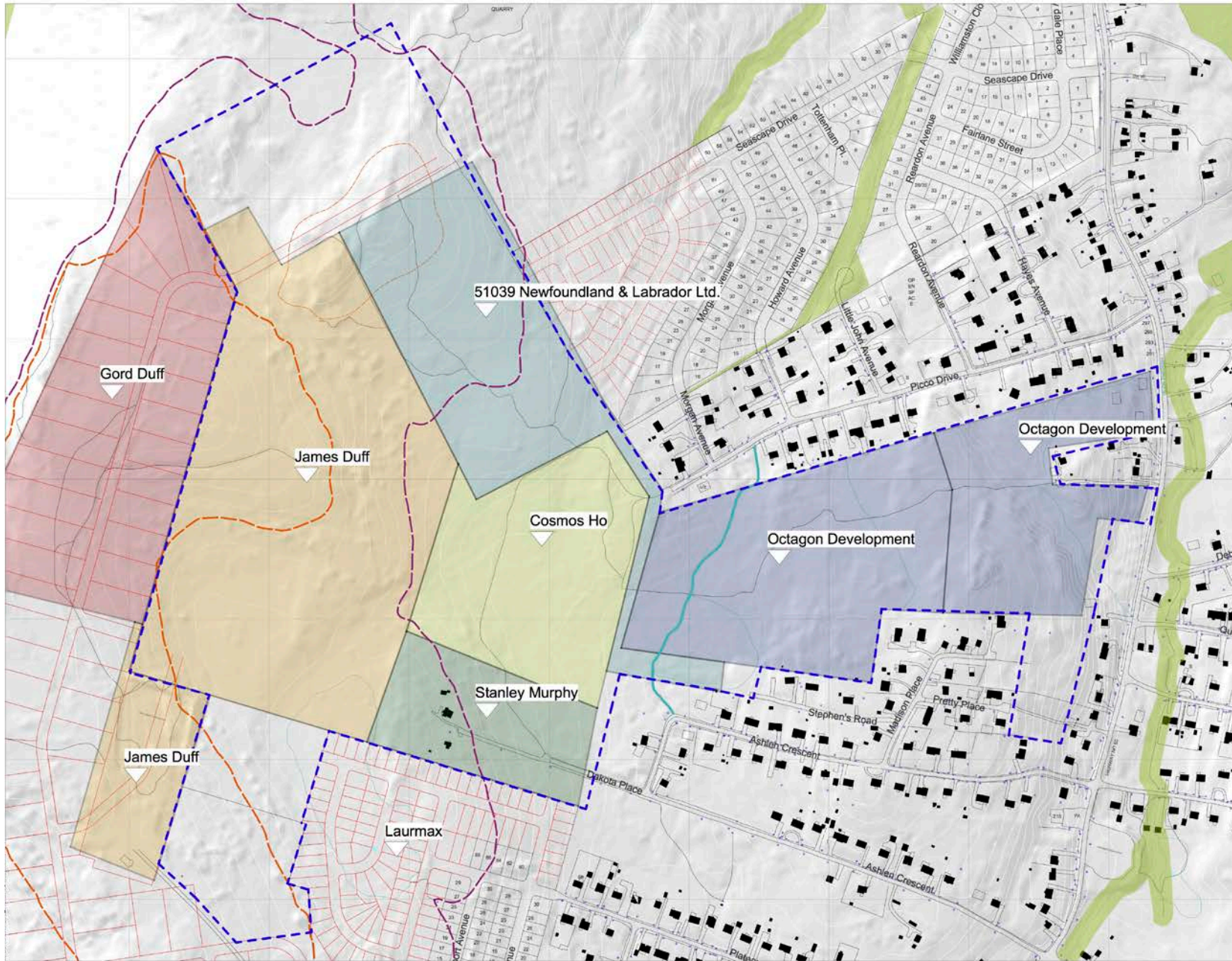
The Storm Water Master Plan recommends to consider storm water detention in areas where the increase in ultimate development flow requires major downstream upgrading. The Town is currently revising the Stormwater Model for a 10 year build out and it is understood that no stormwater can be directed towards Howard Avenue.



2.4 Land Ownership

Information on land ownership was retained from two sources and is not conclusive. Regardless of divergences the site is currently fragmented and owned by various individuals and land development companies, which include:

- James Duff;
- 51039 Newfoundland & Labrador Ltd.
- Cosmos
- Stanley Murphy
- Octagon Development
- Gregory Adams
- Lauramax
- Cosmos Ho



APPROXIMATE OWNERSHIP PATTERN

PICCO RIDGE DEVELOPMENT CONCEPT

LEGEND

- Study Area
- Lots Existing
- Lots Proposed
- Open Space
- 190 Contour

MAP DESIGN

Drawn by	SK
Checked by	
Date	16-12-5
Project No	140102
Scale	

PARAMETERS & MAP DESIGN

Projected Coordinate System: NAD, 1983, MTM, 1
 Projection: Transverse Mercator
 False Easting: 500000.00000000
 False Northing: 0.00000000
 Central Meridian: -53.00000000
 Scale Factor: 0.99990000
 Latitude Of Origin: 0.00000000
 Linear Unit: Meter

Data Sources: Town of Paradise

0 100 200 m



LOCATOR MAP

UPLAND

2.5 Land Use

The majority of Picco Ridge is undeveloped wooded land. Some clearance has occurred above the 190m contour line where the area is now a large grassed field. Two developed lots can currently be found within the study boundary. One single residential

dwelling at the end of Dakota Place and a property containing a residential dwelling and an excavation business in the south-western corner. The business has been surrounded with a large man-made berm that separates it visually from the rest of the site.

2.6 Zoning

2016 Draft Municipal Plan and Development Regulations include the following land use zones be applied to the Picco Ridge and surrounding area:

Comprehensive Development Area (CDA)

The Picco Ridge Study Area is zoned CDA. The Town of Paradise Development Regulations stipulate that the area “shall be developed in accordance with the Concept Plan prepared for the area and approved by Council. Portions of the area may be developed subject to a rezoning and approval of subdivision plans consistent with the Concept Development Plan.” The regulations further prescribe that “in considering proposals for development within the Picco Ridge CDA, Council may require appropriate studies to be undertaken to determine the adequacy of municipal infrastructure, including streets, to accommodate the development. Council may refuse development where it has been found that adequate servicing is not available, unless such infrastructure as may be necessary is provided by the developer.”

Residential Medium Density (RMD)

The serviced existing and proposed developments surrounding Picco Ridge are all zoned RMD. Currently RMD zoning permits single detached dwelling, semi-detached dwelling, duplex dwellings, home office, family child care, assisted living residential complex, urban agriculture, municipal infrastructure, services and utilities and public open space and conservation. Discretionary uses include apartment buildings (up to 8 units), row dwelling, boarding houses, collective residential, daycare center, convenience store, educational, home based business, office, take-out food service, telecommunications tower, animal and place of worship. The minimum lot area for serviced single dwellings is 450m².

Rural Residential (RR)

The unserviced areas above the 190m contour line are zoned RR. Permitted uses include single dwellings, family childcare, home office, urban agriculture, municipal infrastructure, services and utilities as well as public open space and conservation. Discretionary

uses include animal, bed and breakfast, home based business, general service, office, boarding house and telecommunication towers. The minimum lot area for unserviced single dwellings is 4050m².

Open Space/Recreation (OSR)

The bluff in the north-western portion of the site is zoned OSR. Permitted uses include conservation, parks, playing fields, arenas cultural and civic, municipal infrastructure, services and utilities.

Discretionary uses include catering, child care, general assembly, indoor assembly, outdoor assembly and telecommunications towers.

3 Development Concept



3.1 Opportunities & Constraints

The site's shape, location and topography pose a few challenges that need to be overcome to unlock its full development potential. At the same time, a number of opportunities can be capitalized upon to make Picco Ridge an integrated and complete community.

Constraints

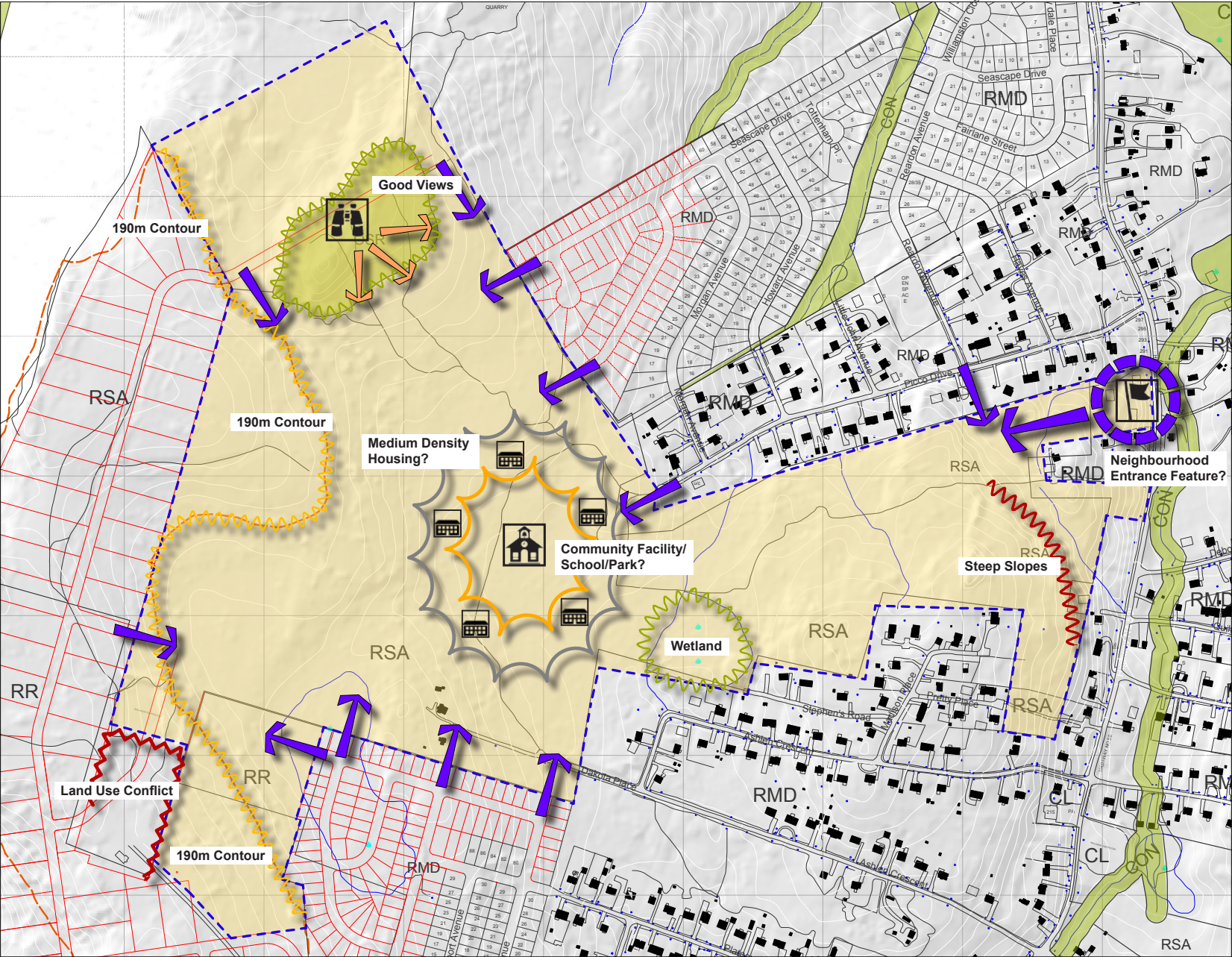
- Only one potential access point exists along Highway 50 (St. Thomas Line).
- The surrounding existing developments along Ashlen Crescent and Picco Drive were built without connecting road right-of-ways or provisions for future road connections into the undeveloped lands.
- Steep slopes make various areas of the site difficult or unsuitable to develop.
- The property of an excavation business in the southwestern corner of the site is surrounded by a tall man-made berm that visually impacts potential new properties in its vicinity.
- A wetland at the end of Stephen's Road limits the development potential at the narrowest point of the property.
- The 190m contour, above which only large-lot unserviced development is permitted veers into the site along its western boundary.

- A potential future water tower installation by the Town will allow for serviced development only up to the 180m contour.
- Serviced development above the 180m contour will require an additional water tower to be installed by developersto to ensure adequate water pressures.

Opportunities

- The subdivision plans for new surrounding neighborhoods all feature reserved road right-of-ways and access points into Picco Ridge to ensure that development is not disconnected from its neighboring communities.
- The relatively flat center of the site provides an opportunity to create a higher-density neighborhood center with space for a neighborhood commons, school or other community facilities and neighborhood retail.
- Due to the central location of this area, many of the new residences would be within a 5-minute walk (400m radius) of the neighborhood center.

- Natural landscape features such as the bluff and wetland can be integrated into the development as amenities.
- The views from the top of the bluff over Paradise are spectacular and could be further enhanced and made accessible to new residents through a look-off and associated trails.



STUDY AREA

OPPORTUNITIES & CONSTRAINTS

LEGEND

- Study Area
- Lots Existing
- Lots Proposed
- Open Space
- 190 Contour

MAP DESIGN

Drawn by	SK
Checked by	
Date	11/7/14
Project No	140102
Scale	

PARAMETERS & MAP DESIGN

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Latitude_Of_Origin: 0.00000000
Linear Unit: Meter

Data Sources: Town of Paradise

0 100 200 m



LOCATOR MAP

UPLAND

3.2 Concept Plan

Development Vision

Picco Ridge will be developed as a comprehensive development that integrates a diversity of housing options including low-density single housing, mid-density and multi-unit housing as well as mixed-use building forms. The new community will be developed with respect to sensitive environmental features to ensure that the natural heritage system is protected, enhanced or restored, and that ecological systems are not negatively affected through the development. The heart of the new community will be within walking distance from most homes and will provide residents with a place to gather, shop and access neighborhood services.

Land Use

The highest densities of the new Picco Ridge community are concentrated around the commons, a large green space and neighborhood focal point at the center of the development. Land uses surrounding the commons include multi-unit housing, neighborhood retail and services and, if demand exists, a new school.

The remainder of the community is largely made up of medium-density single dwellings, many of which are situated within a five-minute walk from the mixed use center. Above the 190m contour, large-lot unserviced low-density housing is provided.

Transportation

The proposed road network is hierarchical and consist of collector streets that are direct and continuous throughout the neighborhood. The local street network is grid-based and enables multiple travel options through the community. The road network connects and is well integrated with the surrounding streets. Cul-de-sacs are not part of the development concept to ensure maximum connectivity of the street network.

Picco Ridge is a walkable neighborhood with pathways, trails and side-walks that are accessible year round and that connect destinations such as playgrounds, parks, the look-off and the new commons. Block lengths do not exceed 250 meters.

Open Space

Picco Ridge will feature two key open spaces. One is a nature park at the bluff in the northwestern area of the site, the other one are is neighborhood commons, a flexible urban greenspace at the center of Picco Ridge.

The commons are a square field measuring approximately 130 by 130 meters and fronts on the surrounding streets for maximum exposure. The commons are complemented by small neighborhood pocket parks and playgrounds distributed across the community.

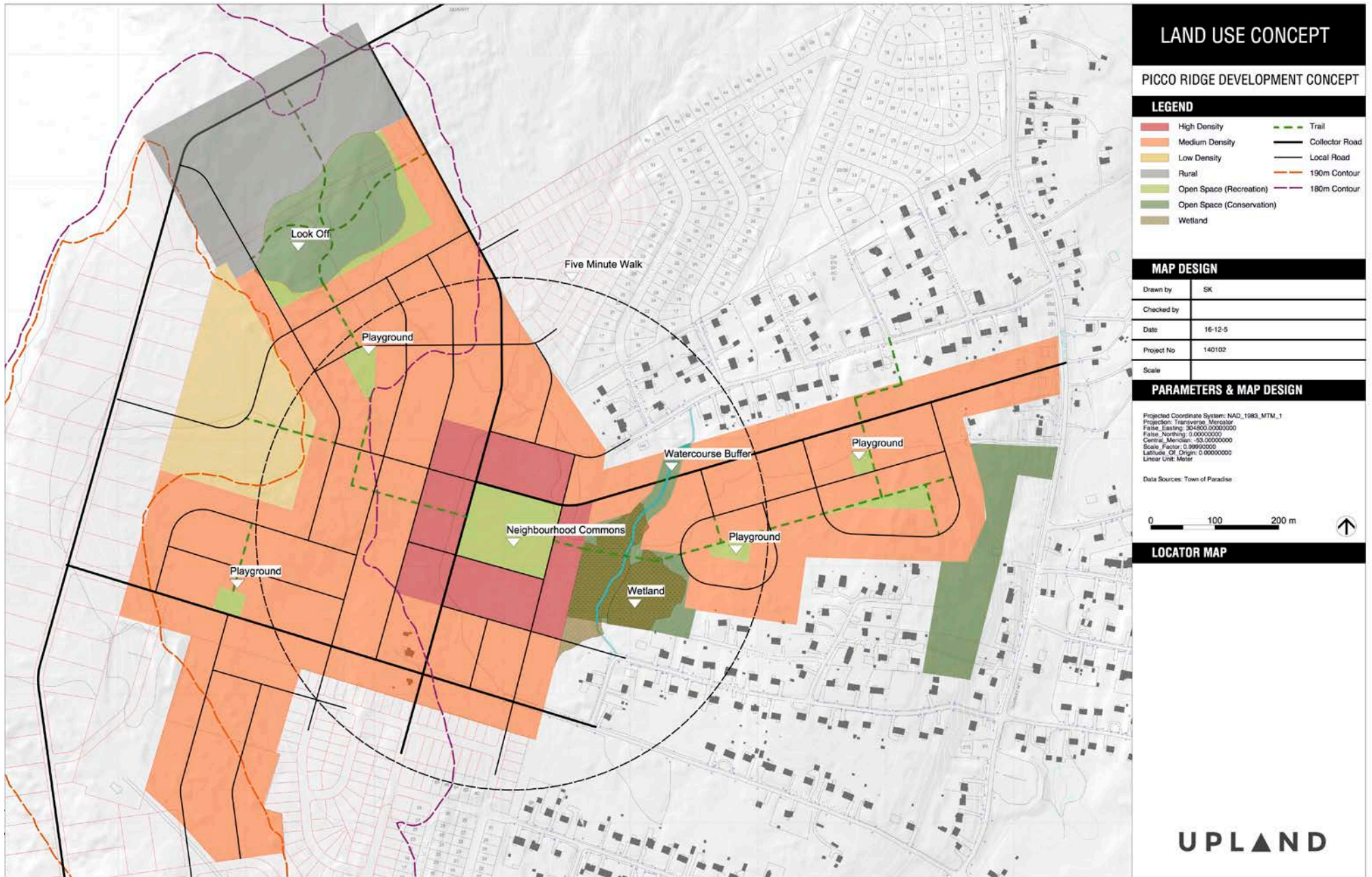
Most of the existing wetland is retained as a natural stormwater retention area which has frontage onto a public road to make a visible contribution to the neighborhood. A potential boardwalk trail through the wetland would make it an accessible recreational asset to the neighbourhood.

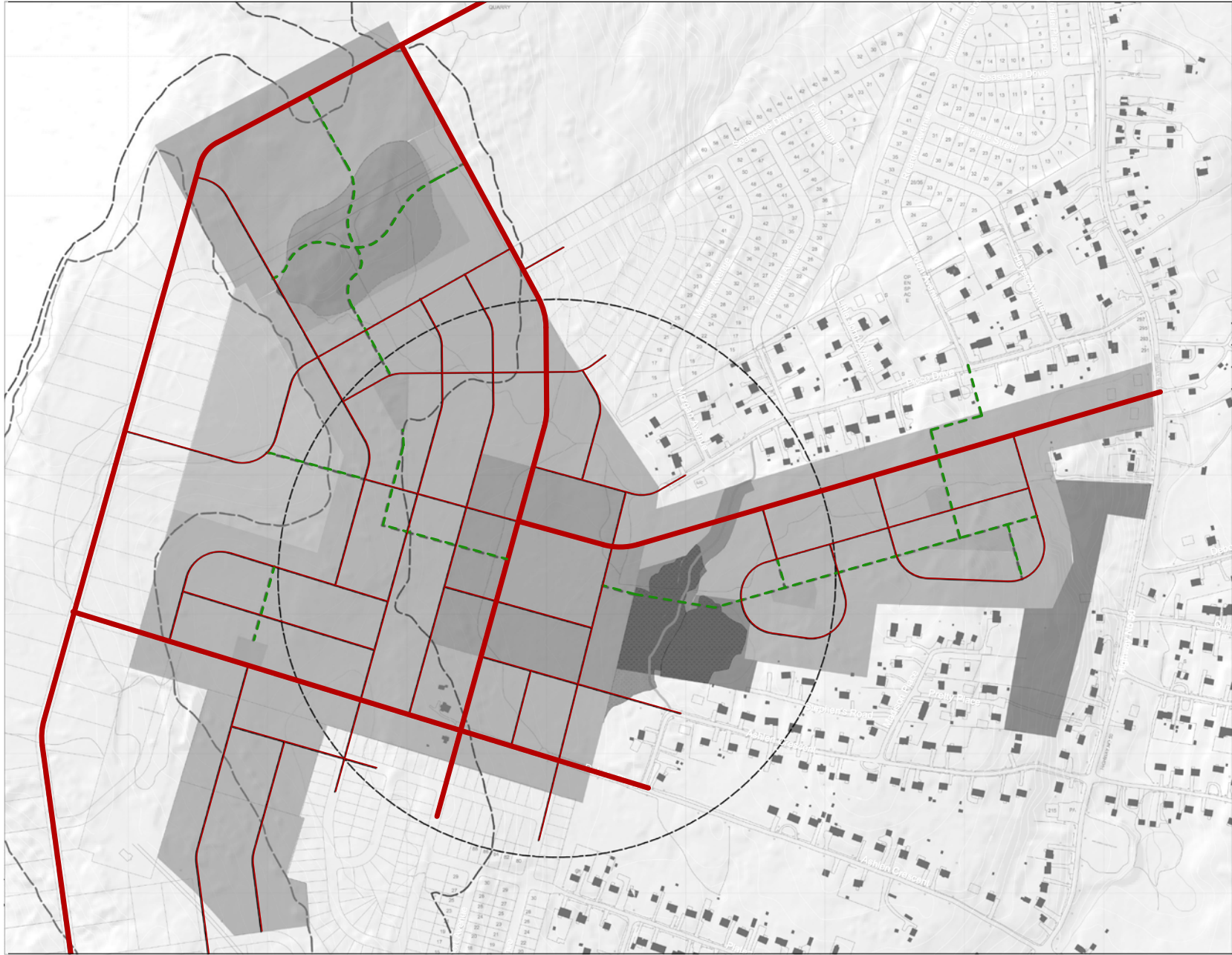
Built Form

The Picco Ridge commons are surrounded by four-storey multi-unit buildings, some of which can accommodate ground floor neighborhood retail. Townhouses create a transition in height from the taller buildings to adjacent single family housing.

Key buildings around the commons should be designed as landmark buildings, with enhanced architectural elements.

Surface parking areas of the multi-unit residential buildings are tucked behind the buildings away from public view from the commons.





TRANSPORTATION

PICCO RIDGE DEVELOPMENT CONCEPT

LEGEND

- Collector Road
- Local Road
- Trail

MAP DESIGN

Drawn by	SK
Checked by	
Date	16-12-5
Project No	140102
Scale	

PARAMETERS & MAP DESIGN

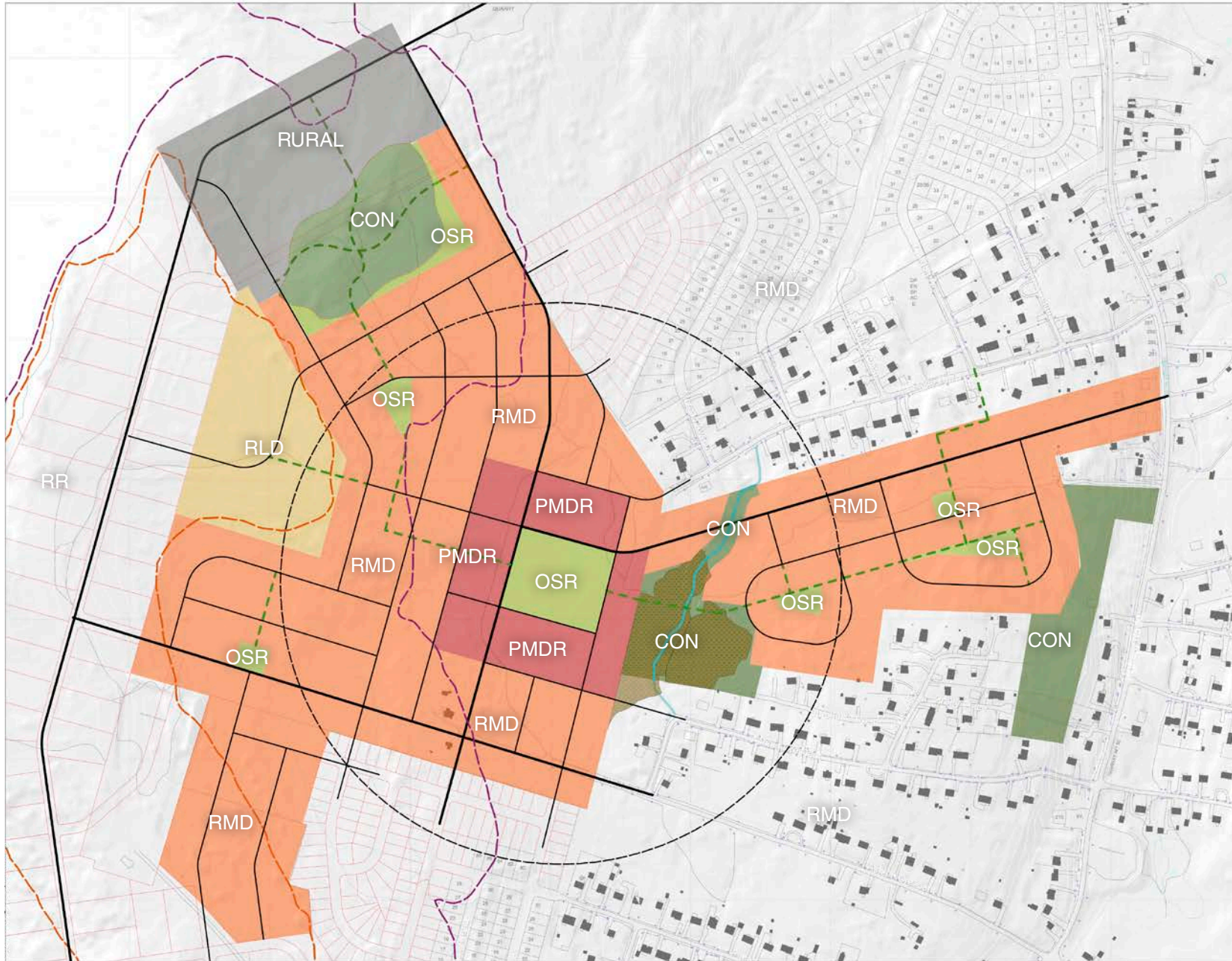
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Linear Unit: Meter

Data Sources: Town of Paradise



LOCATOR MAP

UPLAND



LAND USE CONCEPT

PICCO RIDGE DEVELOPMENT CONCEPT

LEGEND

High Density	Trail
Medium Density	Collector Road
Low Density	Local Road
Rural	190m Contour
Open Space (Recreation)	180m Contour
Open Space (Conservation)	
Wetland	

MAP DESIGN

Drawn by	SK
Checked by	
Date	16-12-5
Project No	140102
Scale	

PARAMETERS & MAP DESIGN

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 Latitude_Of_Origin: 0.00000000
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Data Sources: Town of Paradise

0 100 200 m



LOCATOR MAP

UPLAND

3.3 Municipal Plan Policy

The 2016 Draft Municipal Plan includes policies for development of the Picco Ridge area, designating and zoning in the Development Regulations for comprehensive development. The intent of the Plan is that this area be developed as a neighbourhood to include a mix of housing, neighbourhood commercial services and open space uses. Consistent with the policies of the Municipal Plan, the following land use zones are applied to guide development within the Picco Ridge CDA.

Planned Mixed Development (Residential)

The neighborhood center around the commons is zoned Planned Mixed Development (Residential). The purpose of this zone is to provide for mixed use residential neighbourhoods with a variety of building forms, public spaces and commercial services. Within Picco Ridge the intent is that this area will include four-storey apartment buildings and other multi-unit buildings, as well as neighborhood retail and services. The zone provides flexibility for design and development, in accordance with an approved development plan and subject to terms and conditions set out in a Development Agreement.

This zone provides flexibility for designers to incorporate a variety of neighbourhood commercial space in mixed-use buildings.

Residential Medium Density (RMD)

In keeping with the character of the surrounding neighborhoods, the majority of the site is zoned RMD. In new areas, this zone accommodates single detached dwellings, as well as semi-detached and duplex dwellings, small apartment buildings and row housing. Assisted Living Residential facilities may also be included in this zone. The minimum lot area for serviced single dwellings in this zone is 450m².

Within this zone, a limited number of non-residential uses are envisioned, such as home occupations, childcare centres, schools, churches and small personal and professional service offices.

Residential Low Density (RLD)

Areas that are above the 190m contour line are zoned for lower density residential use. Here, the area will be characterized by single dwellings, on larger, serviced lots with a minimum lot area of 580m².

While the zone allows for a number of non-residential uses, within the Picco Ridge CDA, those uses will not include Assisted living residential facilities or daycares as these uses should be more appropriately located near the central common area closer to neighbourhood services and open space.

Open Space Areas

Open space areas within the CDA include zones for recreation and conservation.

Recreation (OSR)

The bluff in the north-western portion of the site and the central neighborhood commons as well as four smaller areas are zoned OSR. Here, the area is intended to be characterized by a variety of parks, playing fields, cultural and civic buildings.

The design of parks and open spaces with these sites should be consistent with the policies of the Municipal Plan that encourage universal design, active living and social interaction. Lands immediately surrounding the highest elevation of the bluff at the northwestern end of the area are also zoned for recreation that could be associated with walking trails to lookouts at the top of the bluff.

Conservation (CON)

The Municipal Plan calls for a high level of protection for environmentally sensitive areas. As such, the wetland and drainage channels into and out of Featherbed Marsh are zoned Conservation. This is particularly important given the need for stormwater management within the drainage subbasin.

Areas not suitable for development because of steep slopes on the eastern end of Picco Ridge and the are zoned CON. This includes the bluff area which is also designated for Open Space in the Municipal Plan and zoned Conservation in the Development Regulations.

While areas zoned CON cannot be used for urban development, they can contribute to the visual amenity of the neighbourhood, and provide opportunities for connecting people with natural areas and scenic vistas by way of pedestrian pathways.

Rural

The area to the northwest of the height of land zoned for conservation is designated and zoned Rural in the Draft Municipal Plan and Development Regulations. This area will be retained in its natural state until such time as it may be redesignated and rezoned for residential development when other residential areas are built out and there is sufficient demand and infrastructure to support its development.

3.4 Development Yields

The Picco Ridge development concept in full build-out accommodates about 3000 residents living in 343 multi-unit apartments and 769 single dwellings.

	Gross Area (acre)	Net Area (acre) ¹	Percent	Minimum Lot Size (m2) per dwelling unit ²	Available Lots / Number of Households	Number of People ³	Population Density (people per residential acre)
Planned Mixed Development (Residential) PMD (RES)	18	13	8	158	343	926	69
Residential Medium Density (RMD)	116	87	55	450	782	2,112	24
Residential Low Density (RLD)	13	10	6	580	68	184	19
Open Space/Recreation (OSR)	8	8	5	-	-	-	-
Open Space/Conservation (CON)	23	23	14	-	-	-	-
Rural	18	18	11	-	-	-	-
TOTAL	196	159	100		1,193	3,222	20

1.) Assuming that up to 25% in a conventional residential subdivision are taken up by road right-of-ways.

2.) Schedule C, Town of Paradise Development Regulations; for apartment buildings and equal mix of 1-, 2, 3- and 4+ bedrooms is assumed

3.) Assuming average household size of 2.7 (Statscan 2006 Community Profile)

3.6 Implementation

A small phase of redevelopment fronting St. Thomas Line has already been approved for Residential Medium Density housing. The remainder of Picco Ridge should be developed in accordance with this Concept Plan when approved by Council. Council may require further studies to determine

the adequacy of municipal infrastructure. Consultation with Industry Canada should be undertaken to determine the siting of communication towers. Furthermore, the school board should be consulted to determine if any land is needed for a school.

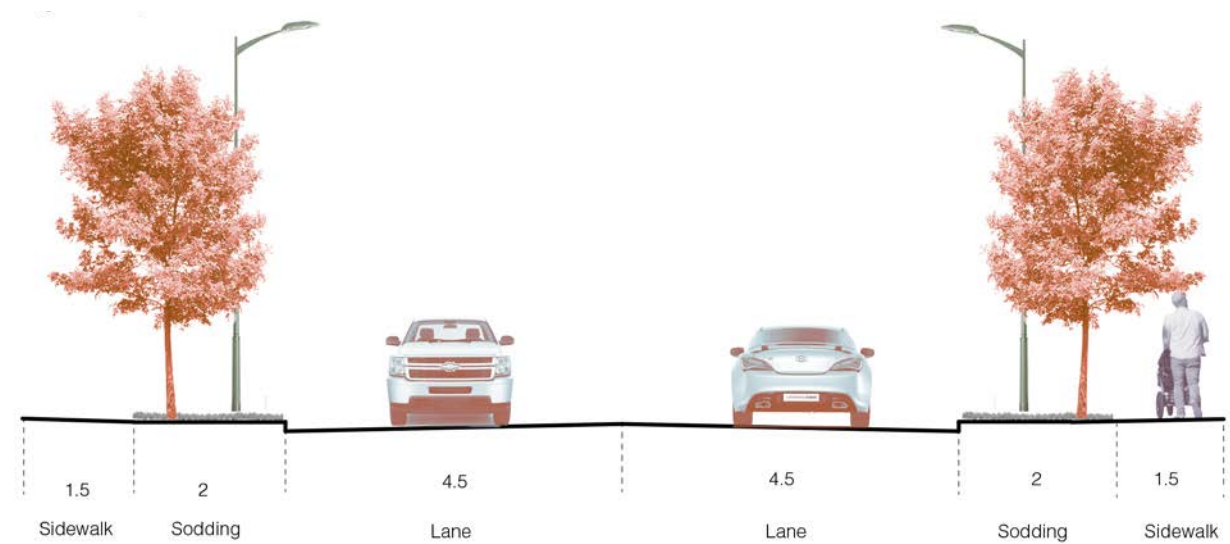
3.5 Street Design Standards

The Picco Ridge concept plan features a clear road hierarchy consisting of collector and local roads. Road right-of-ways are consistent with the Town's engineering design guidelines, however, modifications are proposed to allow for street planting in the public road

right-of-way of all streets and for active transportation facilities along collector roads.

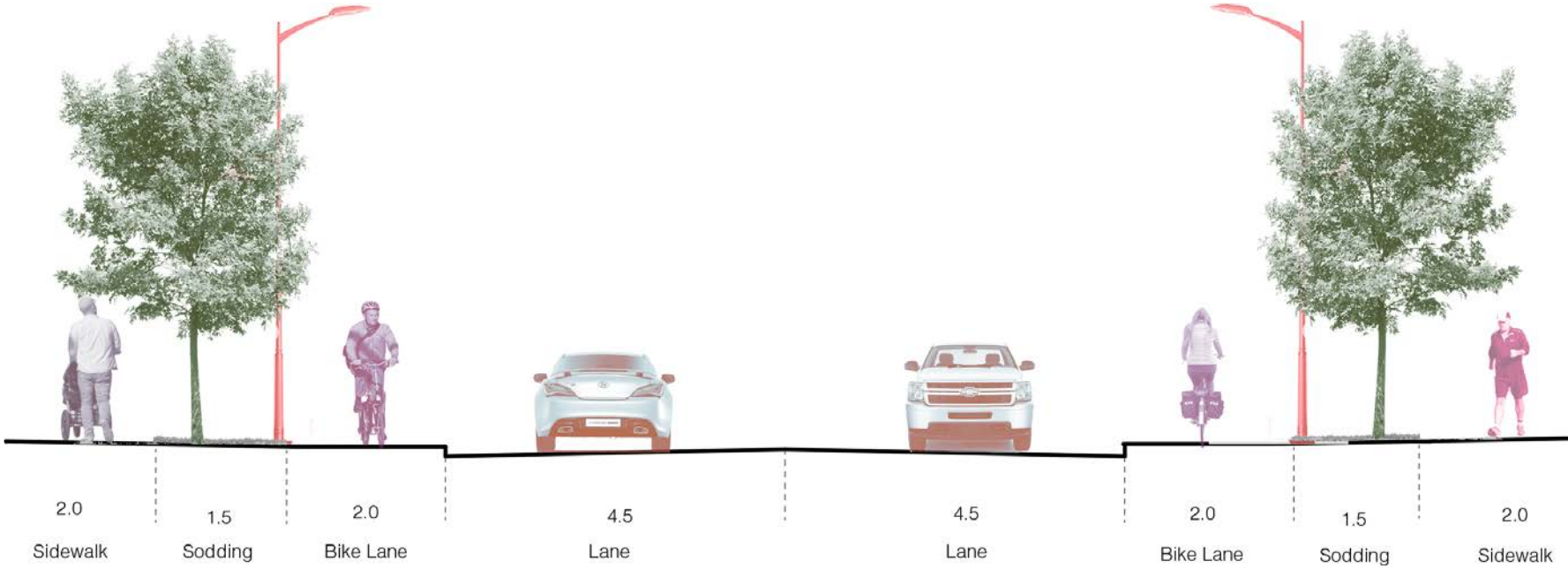
Local Road - 16m Right-of-Way

With On-Street Parking

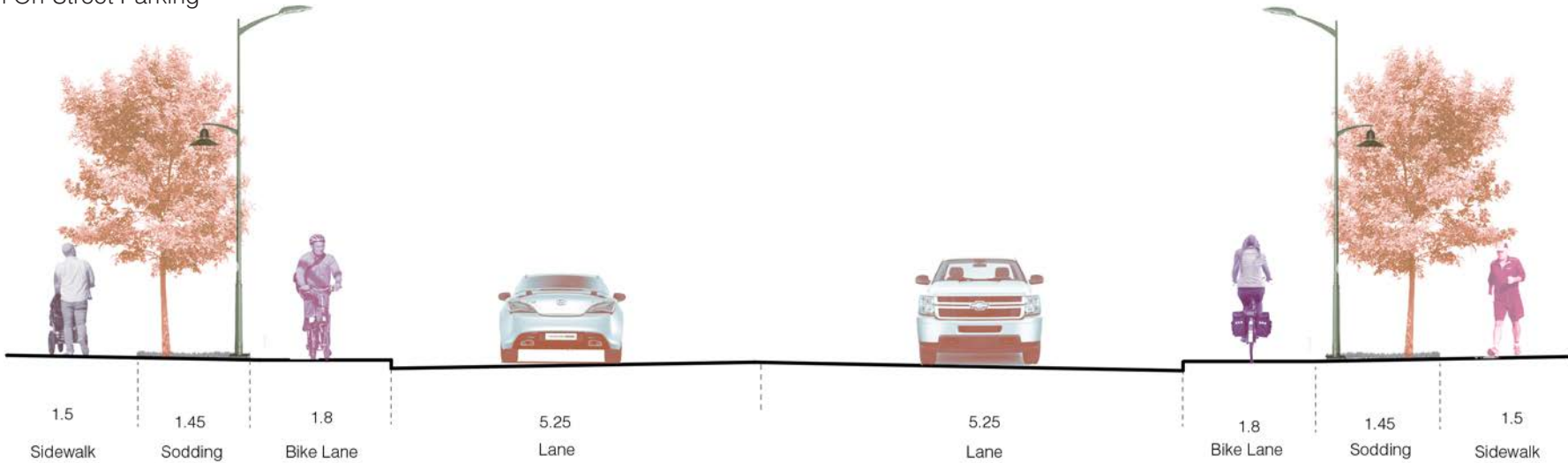


Collector Road - 20m Right-of-Way

OPTION 1 - Without On-Street Parking

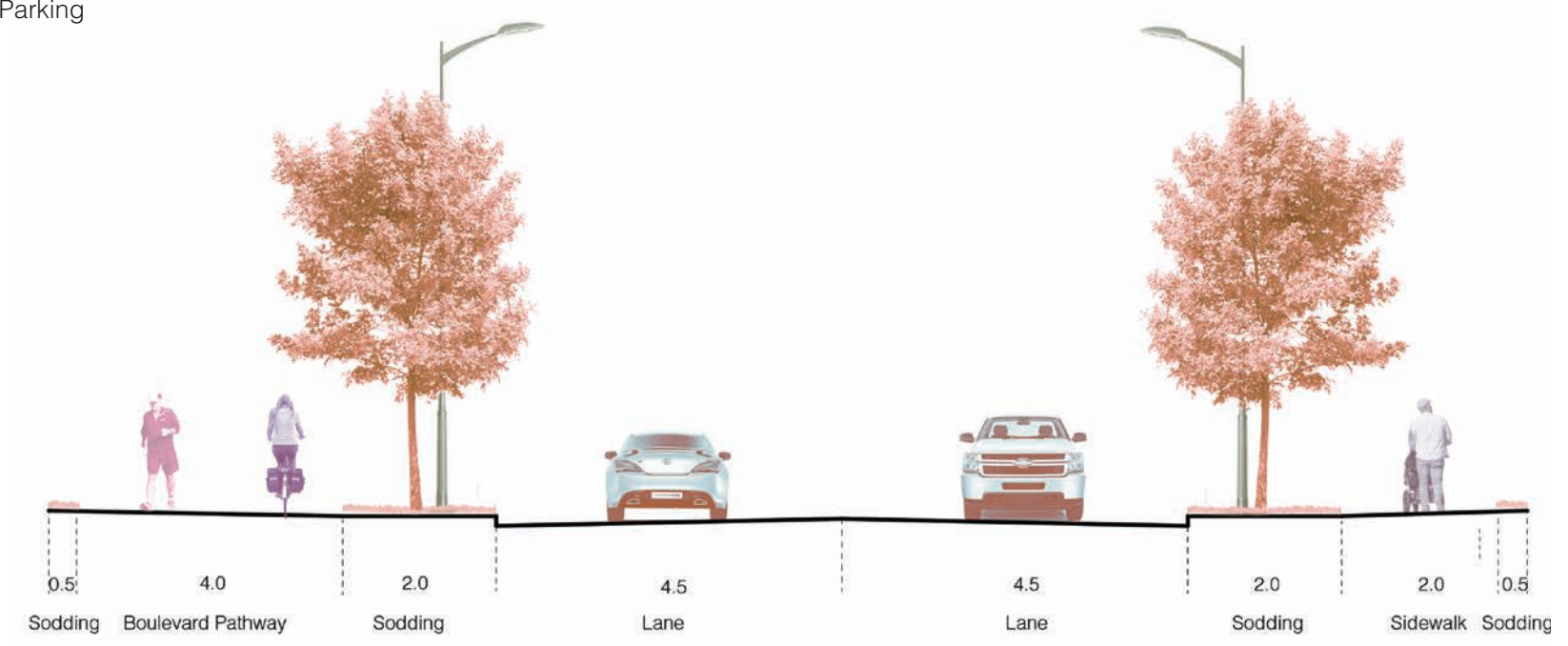


OPTION 2 - With On-Street Parking



Collector Road - 20m Right-of-Way

OPTION 3 - Without On-Street Parking



UPLAND